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ABSTRACT

A study examined the position of Irish women in the following types of human resource development activities cofinanced by the European Social Fund (ESF): basic/foundation skills training; postfoundation skills training; enterprise support schemes; continuing training for the employed; and apprenticeship training. Representatives of 11 state agencies and delivering organizations were interviewed, and data supplied by state administering agencies/organizations were used to calculate gender differentials across 74 human resource submeasures. It was discovered that, although most agencies and government departments have equal opportunities statements/policies, those policies mainly address employment-related issues but not access to or representation in various forms of training. Access of older women and single parents to training schemes was especially problematic, and women were overrepresented in basic/foundation skills training and underrepresented in management training and all forms of training for specific sectors other than clothing manufacture, tourism, and services. (The bibliography lists 36 references. Appendixes constituting approximately 25% of this document contain the interview questions and 27 tables/figures detailing the following: programs cofinanced by the European Social Fund; sectoral and occupational analyses of training courses; socioeconomic analysis of training program participation; and gender ratios in training agencies and institutions.) (MN)

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PROGRAMME
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Evaluation Report

Women's Training Provision

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Located in the Department of Enterprise and Employment, the European Social Fund Programme Evaluation Unit reports jointly to that Department and the European Commission.

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Women's Training Provision

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Summary

This report examines the position of women in mainstream ESF co-financed activity. The methodology and scope of the evaluation were informed by:

- The need to classify human resource measures in such a way that broad but meaningful statements could be made about gender based trends in distinct types of ESF human resource activity;
- a lack of information on training statistics and gender other than those which had been aggregated for final claim purposes and were consequently limited in meaningfulness for evaluative purposes;
- the need to make a detailed examination of gender based trends in training referenced to national employment and sectoral trends;
- the need to explore the explanations for women's under-representation in various forms of training and employment from the perspectives of different State agencies (including Government Departments which deliver ESF training) together with those drawn from relevant research literature.

In order to arrive at some indication of the broad picture as regards gender based trends in various forms of training, 72 human resource measures were grouped together on the basis of similarity of activity. Six groups were outlined and these included:

- Basic or foundation skills training;
- post-foundation skills training;
- enterprise support schemes;
- continuing training for the employed; and,
- apprenticeship training.

The statistical breakdown and analysis of women's representation in activities concentrated in these groupings are presented in Chapter 3 and Appendix 2.

This examination was complemented by an analysis arising from the breakdown of all aggregate measures amenable to classification by discrete training course. The Middle Level Technician, Advanced Technical Skills, Agriculture, Fisheries, Specific

Skills and Level Three training courses for people with disabilities, group of submeasures yielded some 660 training courses which were subsequently coded and analysed by gender, sector, occupation, socio-economic group and social class. The sectoral and occupational training data were then referenced to census, labour force and economic forecasting statistics and discussed further.

A series of conversations with State agencies were held with a view to contextualising the statistical information described above. These conversations provided a space for comment on attitudes, beliefs, cultural norms and organisational realities. They were semi-structured by a set of questions focused on exploring the obstacles to women's equitable participation in various forms of training and the existence and nature of organisational policy designed to challenge traditional divides. The agency perspectives are presented in Chapter 2 and the questions used to facilitate the discussions are presented in Appendix 1 of the report.

A summary of some of the main findings of the study, based on the consolidation of quantitative findings, agency views and apposite literature reviewed, is presented below. The conclusions in full are presented in Chapter 5.

From a policy perspective the following is apparent:

- Whereas most agencies and Government Departments have an equal opportunities statement and policy, those policies in the main address employment related issues and do not address access to or representation in various forms of training.
- On a global basis very little has been done to actively challenge gender segregation in predominantly male forms of training.
- Any meaningful attempt to address the considerable gender segregation that exists would require a commitment to positive action strategies. Those strategies need to address concerns that arise prior to and during the training situation and as, if not more importantly, concerns that arise in the post ESF training cycle. For example, issues such as recruitment practices and measures which facilitate women's retention in 'hardline' male occupational areas need to be explored and developed.
- The access of older women and single parents to training schemes needs examination, particularly as regards the impact of live register requirements and the lack of child-care facilities.

- Arising from discussions with agencies regarding appropriate interventions, the lack of support for women only training measures was notable, other than those which specifically address pre-entry training requirements such as pre-apprenticeship training, for example, or those that arise at the request of women.

Some of the outcomes arising from the sectoral and occupational analysis include the following:

- Women are over-represented in basic or foundation level skills training and under represented in management training and all forms of training for specific sectors other than clothing manufacture, tourism and services.
- In addition, women are over-concentrated in some forms of training linked to occupations which are predicted to have an increasingly poor outlook (for example clothing and clerical occupations) if economic forecasts are borne out. By way of contrast, occupational areas which are favourably predicted in economic forecasts over the period of the next CSF such as various forms of skilled production work and electronics occupations, are grossly under-subscribed by women.
- Interestingly, there is some basis for stating that not only do higher levels of education increase women's participation in the workforce, but - on the basis of this research - it seems that access to advanced levels of education or training facilitates greater female participation in male dominated areas.

In relation to Training for People in Employment, an important finding is that the disbursement of grant aid whether in the form of management grants, training support scheme activity, training or recruitment grants is not imbued with equality strategy. This is in marked contrast to the growing recognition by blue chip organisations throughout Europe and the United States that equality issues are central to core business concerns. Not only are the skills and attributes women typically bring to the workforce (negotiation, communication, teamworking and so forth) valuable, but organisations are increasingly recognising that healthy workplaces have a good gender balance at all levels of the organisation. In addition, and perhaps crucially, future demographic trends make the retention of women employees of critical importance.

From a training perspective, of the people or companies who benefited from the various management development measures administered by the relevant agencies, 14% overall were female. The proportion of women managers in the Irish workforce is 17%. The female share of those in training for management positions could obviously be improved significantly. That said, the quality and organisational value attached to various forms of training, together with the organisation's commitment to providing an environment that is conducive to women's career advancement, is as, if not more important than a numerical emphasis alone. ESF monitoring procedures should thus embrace both quantitative and qualitative issues.

More generally it needs to be noted that the difficulties facing women cannot be resolved through the training and post-compulsory education cycle alone. Interventions made in the training cycle will have limited effect unless they are mirrored by structural and strategic changes in the compulsory education cycle and the world of work.

The recommendations in Chapter 6 of this report are based on the principle finding and conclusions made. They are grouped under the following headings:

- Forestry, Fisheries and Agricultural Training
- Women Returners
- Training of Trainers
- Training for those in Employment
- Apprenticeship Training, and
- General

The recommendations made in the report are extensive and only a few core issues are summarised below. Firstly, a lot of developmental work needs to be done with some of the agencies, particularly those catering for traditionally male sectors.

Similarly, a substantial amount of work needs to be done with Irish employers and trade unions so that the post non-traditional training into employment cycle is viable for those women who are prospective entrants to such occupations.

If large scale efforts are going to be made to encourage women into non-traditional training areas it is vital that adequate and appropriate post-training supports are put in place in advance of such initiatives.

Trainers and placement staff in particular should be well equipped to overcome employers' and apprentice sponsors' reluctance to engage women and to devise, negotiate and institute supports for women in the post recruitment phase of placement or employment.

In essence these recommendations are suggested leverage points to which various activities can be applied with different degrees of intensity or urgency depending on the sensitivities or receptiveness of the sector or organisations concerned.

The method, some of the evaluation findings and recommendation headings have been described. It is important to emphasise that this research was initial in nature and further follow up work has been outlined in the report. This includes exploring the experiences of female positive action programme beneficiaries and the experiences of young women in non-traditional work areas. Trainers' awareness of equality issues, together with their access to training supports which address pedagogical methods and materials also need to be addressed. The European Social Fund Programme Evaluation Unit will be examining these issues in future follow up evaluations.

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Introduction

This report examines the position of women in mainstream European Social Fund (ESF) co-financed training activity. The evaluative approach taken was informed by the necessity to examine activity in more detail than aggregated measures allow. While the aggregation of data is necessary for a variety of practical and financial purposes, this practice conceals valuable indicators of gender based trends.

The gender participation and distribution rates of a representative sample of ESF measures were thus examined at training course level and subsequently by sector, occupation, socio-economic group and ascribed social class. In addition, all ESF co-financed measures were grouped according to categories that broadly captured the main forms of activity. Salient trends were discussed.

The statistical data is complemented by a series of exploratory conversations with the principal agencies and organisations involved in delivering training measures. As can be seen from these accounts, the obstacles to increasing women's participation and involvement, particularly in non-traditional forms of training, are underwritten by traditional, cultural, social, personal and structural constraints. The origins and primary site of many of these obstacles lie outside the realm of post compulsory educational provision, emphasising the importance of policy makers taking an interactive and systemic approach to adjusting the bias in existence.

The literature and theoretical stances reviewed, elaborate some of these issues, providing further context for understanding the nature of women's position in the world of training and work. The complexity of both the interventions required and the effects of same, highlight the importance of the commitment and perseverance of those in a position to effect change.

The field of gender in training and work is vast and the small literature review contained in this report does little justice to the wide range and depth of issues involved. In addition, many evaluative issues have been omitted and demand further research. In particular, both the experiences of women who have been targeted on a positive action training programme and the post non-traditional training occupational experiences of women, need to be thoroughly examined.

The literature review is presented in Chapter 1 and contextualises some of the content in the subsequent chapters. The contributions of the State agencies together with specific recommendations arising from that material, follow. The main trends emerging from an examination of grouped measures are discussed in Chapter 3. In the following chapter, the outcome of an occupational and sectoral analysis of a representative sample of training measures is discussed and referenced to labour force trends. The consistent themes emerging from the various forms of analysis employed and literature consulted, are drawn together in the form of conclusions. These are presented in Chapter 5. Finally, a set of qualitative and quantitative recommendations, detailing sectoral, organisational and strategic concerns, are proposed in the closing chapter.

Methodology

Aim and Objectives of Study

The aim of this evaluation study was:

> *To establish a robust indication of gender distribution and participation rates within and across ESF supported human resource measures, with a view to providing the basis for informed discussion of interventions designed to redress gender bias.*

The objectives were:

1. To establish the gender participation and distribution rates under a representative sample of ESF measures, classified by training course, and subsequently, by sector, occupation, socio-economic group and ascribed social class.
2. To establish if occupational gender clusters occur across ESF co-financed training and educational provision.
3. To establish whether there are statistically significant gender differences in the uptake of a range of ESF training, employment and enterprise opportunities.
4. To critically review the effectiveness of policy that informs agencies' practice in promoting and establishing representative participation.
5. To establish the availability of data across agencies on post training placement status.

Both qualitative and quantitative forms of data collection and analysis were central to the research design. The qualitative approach was viewed as important and appropriate because it contextualises 'harder' quantitative data. In addition, it gives prominence to the agencies' perspective, and thus allows for a finer understanding of the implications of developing, introducing, or expanding policy apropos women's participation in ESF co-financed activity.

The Qualitative Research Strand

The qualitative strand was designed to provide a space for discursive comment on the main obstacles organisations identify in improving women's profile in training. Agencies' views on interventionist policy instruments, such as positive actions, women only courses and so forth, were sought. Eleven State agencies and delivering organisations were consulted. Promoters were asked to engage in conversation, semi-structured by a series of gender referenced questions, as are presented in Appendix 1. The essence of these conversations was recorded and presented to the agencies for comment or clarification as appropriate. These conversations, with additional comments, are presented in Chapter 2 and form part of the background for discussion of general gender balance issues. The extracts reproduced in Chapter 2 reflect the conversations that took place, which in some cases followed the structure of the questionnaire and in others were more free ranging. The accounts, thus, do not necessarily follow the same structure. Agency specific issues are highlighted at the end of each section.

The Quantitative Research Strand

The gender differentials across seventy four human resource sub-measures were categorised on the basis of broad similarities to allow ease of analysis and discussion. The following groupings were outlined and sub-measures subsumed therein:

a) Basic/Foundation skills training;

b) post-foundation skills training;

c) work experience schemes;

d) enterprise support schemes;

e) continuing training for the employed;

f) apprenticeships.

The broad gender trends within these groupings were statistically analysed and discussed, and if appropriate, referenced to apposite literature and research findings. These findings, are presented in Chapter 3 and the data for 1990-1992 are presented in Appendix 2.

Sectoral and Occupational Analysis by Training Course

The sub-measures contained under the post-foundation skills training cohort were subject to further analysis because the aggregate statistics concealed sectoral and occupational variations. These sub-measures, in the main, represent forms of training which allow direct progression into the labour market, and as such are amenable to sectoral and occupational analysis. All administering agencies and organisations were requested to provide sub-measure breakdowns by course and gender. The following sub-measures yielded some 660 training courses:

- Middle Level Technician;
- Higher Technical and Business Skills;
- Advanced Technical Skills;
- Specific Skills Training (Operational Programme for Industry and Services and Objectives 3 and 4);
- Agriculture Training;
- Amenity Horticulture;
- Fishery Training;
- Level III Training for People with Disabilities.

These courses were then coded, using the General Industrial Classification of Economic Activities within the European Communities (NACE) classification system, (to three digits where possible) and the Central Statistics Office (CSO) occupation, socio-economic group and ascribed social class codes. These classification systems were chosen so that comparisons with national and EU statistics could be made on an ongoing basis.

The coded course data were then input and analysed by the Statistical Package for the Social Sciences (SPSS) programme. Some courses which were non-specific or multi-skilled in nature were not included as they could not be clearly situated in the coding framework. The broad trends of the sectoral and occupational analyses are discussed in Chapter 4. The full set of analysed data is presented in Appendices 3 - 7.

Relevant literature, comprising research and evaluation reports together with position papers were scrutinised. Salient information and findings have been woven through the commentary in the report.

This report would not have been possible without the co-operation and commitment of the delivering organisations. The timescale in which this research was conducted meant that interviews often had to be organised at short notice as had the formulation of comment on draft agency specific sections. At all stages of this process the willingness of participating organisations to contribute their collective resources and informed views to enriching this report is keenly appreciated.

Chapter 1

Literature Review

Historical Perspective

In equality terms, the 1970's in Ireland were characterised by what could be termed first order change. Legislative changes were instituted to eliminate overt discriminatory practices such as women having to leave their jobs on marriage, for example. This level of change, while essential and timely, did not produce more complex behavioural or organisational change, as is clear from women's profile in the work-force, twenty years later.

During the 1980's there was a realisation at national and European level that equality legislation, in and of itself, was not producing significant change as regards women's vertical and horizontal profile in the workforce. While women were now paid the same for similar types of work, the work women were doing was different in terms of its skills component or monetary value compared to traditional male areas of employment. The explanations thus shifted to attributing women's situation to personal factors perpetuated by women themselves.

Women's lack of ambition, commitment, or career mindedness are typical of this level of explanation. This set of analyses produced various technologies of change aimed at the psychology or personality of women, which were thought to hold the key to successful negotiation of their position in the work place. These measures are important and produce some form of change at an individual level and sometimes small changes at organisational level. However, it is now thought that strategies centering on either the person or the legislature alone, are not sufficient to produce significant change. More complex theoretical and intervention models integrating personal, social, structural and strategic factors are now favoured over linear cause and effect models, such as have been described.

Overview of Women's Participation in the Irish Labour Force

The demographic structure of Irish women's participation in the labour force underwent great changes in the last two decades. The Irish labour force grew by 22% between 1971 and 1992, and the female labour force increased in that period by 55% compared with a growth in the male labour force of 10%. Walsh (1993) drew attention to the striking fact that most of the growth in the male labour force was due to an increase in unemployment, i.e., the number of males at work fell during the period, while the number of women at work increased by 41%. The rate of female unemployment also grew, disproportionately more than the male rate.

It should be noted that most of the figures cited here are sourced from Labour Force Survey (LFS) data. In the LFS the employed are classified on the basis of reporting for work for one paid hour or more per week. Hence there are some well known problems with ascertaining the extent to which shifts in Irish women's participation rates are a function of increased amounts of part-time work, which is not possible to distinguish with this measure. In addition this approach also makes it difficult to identify work for pay or profit conducted in the home. However, Fahey (1990) pointed out that from the 1960's on, the statistics reflect an increase in women's participation in the labour force and 'by and large the extent to which women left their homes to work at an outside job.'

The highest level of labour force participation amongst Irish women (87%) is in the single status, 25-34 age bracket. There has been a large growth in the participation rate of women in this age cohort, from 28% in 1971 to 52% in 1989. The rate of improvement of married women amongst that group is even more dramatic - from 9% to 39% in the same period. Participation levels of the youngest age cohort (15-19) and to a lesser extent the 20-24 age cohort, declined over the period because of higher participation levels in education of mainly single women.

Most of the shifts in participation levels are accounted for by the significant increase in married women's participation and the decrease amongst the 15-19 age cohort. The net effect of changes within age and marital status subgroups, in both directions, is that the overall female participation rate movement from 26% in 1971 to 33% in 1991 is modest. This compares with an EU average of 40%.

Married women's participation rate doubled between 1970 and 1980 and is now around 40% of all women (1992), compared with 14% in 1971. Callen and Farrell (1991) found that at least half the growth in married women's participation rate was due to higher real wages.

They also found, as might be predicted, that the probability of married women being in the labour force was positively correlated with levels of education, indicating higher earning potential, and the local availability of jobs. That probability was negatively correlated with age, the presence of child dependents, and husband's earnings.

Irish women's participation in the labour force declines as a function of the age and number of child dependents. In 1988, 23% of women with a child under 10 were employed, the lowest rate in the EU. Irish men in the same group had an employment rate of 79%, also the lowest rate in the Union and a function of Ireland's high level of unemployment.

Corcoran, Sexton and O' Donoghue's (1992) study of the occupational structure of employment concluded that for both men and women, the industrial or sectoral structure of the economy as opposed to the occupational structure of the economy is the principal determinant of employment possibilities. Over the 1971-1991 period the only sectors within which there was a fall in female participation rates were the clothing and textile, and domestic services industries. This decline was due to falling levels of employment in the clothing sector generally, and the growing obsolescence of the domestic services sector.

Walsh noted the differential effects changes in industrial structure have had on employment trends. He highlighted how recent changes in sectoral activity have contributed to the virtual stagnation of employment opportunities for men by comparison with the relative abundance of same for women. The agricultural sector, for example, has suffered a dramatic decline in importance over the last twenty years. In 1971, 273,100 people were employed in the agricultural sector, accounting for 26% of the total workforce. In 1991, agriculture provided employment for 154,200 people, representing 14% of the labour force. Since circa 90% of agricultural employees over the period were male, this decline, together with the expansion of sectors such as insurance, finance, professional and personal services, which have traditionally employed relatively high proportions of women, accounts for most of the difference in opportunity. Women are thus benefiting, in employment terms, from the growth in the service sectors. There is little evidence, however, that women's growing presence in the labour force is positively influencing the ratio of female to male earnings.

Women's Earnings

In Ireland, the introduction of equal pay legislation in 1975 and anti-discrimination legislation in 1977, led to an 8% rise in the female to male earnings ratio between 1975 and 1980. Since then there has been little change. Callan's (1991) paper on wage differentials in Ireland, concluded that the gap in wages cannot be accounted for entirely by differences in educational qualifications, past labour market experience, or absence from the labour market. He further notes that a large part of the unexplained gap may be due to past discriminatory practices in terms of promotional and career opportunities. In addition the finding that the gap in earnings between single women and single men is much smaller than that between either married or single men and married women, or indeed, but to a much lesser extent, married men and single men, indicates the complexity of unravelling demographic effects alone.

In 1993, Nolan and Callan's study of poverty and policy in Ireland shows that one of the most significant factors vis-a-vis the ratio of women's earnings to men's is that in the absence of adequate childcare facilities, women break their career paths to rear families. These women subsequently experience difficulties re-entering the labour market, and if they do there is a high risk that they will have lost out in terms of promotional prospects, working conditions and earnings.

The occupational structure of the workforce, while not providing an explanation for the earnings gap, given the complex interactions between various demographic factors, latent and historical discriminatory effects, and so forth, is of considerable relevance to women's training provision, occupational progression and mobility.

Sectoral and Occupational Clustering

Women are considerably more concentrated in fewer occupational groups than men. Nolan (1993), in examining low pay in Ireland, highlights the different occupational profiles of men and women. Male employees, when analysed by broad sector, are concentrated in the CSO 'producers category', accounting for 37% of all male employees, followed by transport and communications, and professional and technical occupations. Female employees on the other hand are concentrated in clerical occupations (28%), professional and technical occupations (21%) and service occupations (19%). Only 12% of female employees are 'producers'. Not only are there broad sex differences in occupational profile, the span of occupational activity within sectors is much narrower for women than for men.

It has long been assumed that occupational classification systems reflect, in the main, discrete occupations. Such an assumption is based on the premise that the assigned definitions reflect the specialisations contained within various jobs and at a comparable degree of detail. The Bryt report (1990) challenges this view, which in effect lends credence to the notion that girls choose between say 30 occupations and boys 300. It points out that application preferences are often confused with figures representing numbers of people admitted to particular training fields. In other words, women's educational choices as indicated by their application preferences are much broader than admission statistics reveal. Women apply for a relatively broad range of courses by comparison with the training course options that are subsequently offered to them. In addition, different occupational/training fields are grouped differently in most classifications systems. For example, clerical occupations are almost always grouped together as one form of work whereas mechanical occupations might be categorised as up to fourteen different types of job. Office or clerical work in reality contains a considerable range of specialised activities from bi-lingual secretarial work to desk top publishing, for example.

The effect of differential classificatory systems is to present 'men's' occupations as more specialised, and women's more routine. 'Men's work' is valued higher than 'women's work', is better paid and, even in the Scandinavian countries, comprises functions which give better prospects of further training and promotion. The Bryt report points out that while women probably are more concentrated in fewer occupational groupings, the differential is not as great as is frequently reported. It is hence important that the distinction is made between women choosing occupations with fewer prospects and the occupations women choose being perceived and treated as limited or routine.

Low Pay

To return to the Irish context, Nolan found that women are significantly over represented amongst low pay employees. Moreover, low paid women are concentrated in the service and commerce/financial occupations, which together account for some two thirds of all female employment. He found that women working (full time) in the services sector are four times more likely than males to be low paid. Furthermore, the most hazardous sectors for women in terms of the risk of low pay were found to be retail and personal services. The risk of falling below the threshold of being low paid represented a 50% and 55% risk respectively, for each of these sectors.

Nolan employed a regression analysis framework to isolate the relationship of various demographic factors to low pay. When education and age were controlled, married men earned more than single men and women earned less than both groups of men. While age and education had important influences, sex and marital status also had substantial effects. A single man with no educational attainments had a one in three chance of earning less than £3.50 per hour, whereas a woman with the same profile had a one in two chance. Part-time workers, those in particular sectors and those who spent significant amounts of time unemployed or engaged in home duties, were also found to have a significantly high probability of being low paid.

In the European Union, for most member States the average (1991) earnings of women in manual jobs were between 75% and 85% of the average earnings of men. In Ireland, women's pay averaged just 73% of men's. In general, this manufacturing industry trend is repeated across individual industries in the European Union. Trends in individual industry pay over time within manufacturing, however, reveal more disparity than aggregate data. Specifically, there is much less evidence of the narrowing of the pay differential between men and women over the period 1975 - 1991 than that which emerges from the aggregate data.

Women non-manual workers, similarly, earn significantly less than men. In 1991, the average earnings of women in the member States for which data are available, averaged no more than 68% of men's income. This disparity, like that within the manual cohort, probably also reflects the fact that women are engaged in different occupations. For example, women are employed as clerks and secretaries as distinct from technicians and supervisory staff, and those jobs are paid differently rather than there being different levels within those sectors of pay for similar jobs. Occupational segregation of women and the consequent risk of low pay require a broad range of policy instruments, which challenge these trends. For the purposes of this report training and education are obviously pivotal areas of concern. If women's training profile reflects that of the segregated labour market (in as much as aggregate statistics reveal) policy instruments which challenge those trends will be required.

Horizontal Integration

The integration of women into 'male occupations' (horizontal integration) will require long term strategies to combat the significant social and cultural resistances to change in this regard. In the Nordic countries where considerable efforts to encourage women's integration have been made by governments, trade unions and employers' groups, only modest progress has been made. A major Nordic study on the post training status of women who had completed training in 'male occupations' found that:

- The share of women joining construction and metal industry sectors is small but rising.
- Several occupations within the above two sectors have progressed from being male only to having a female minority of at least 10%.

- Women who trained for employment in these non-traditional sectors were two to three times as likely to be unemployed as their male peers.

In spite of these figures, women have increasingly found employment in non-traditional fields. As more women complete their training more employers are willing to recruit them.

A further positive finding was that once women with a non-traditional training background enter the labour market their chances of promotional progression and receiving further training are significantly greater than those available to women entering traditional female occupations.

Taken together, these findings highlight the importance of working with employers' groups to ease women's post-training entry into non-traditional areas so that the risk of unemployment is abated. The finding that women who enter non-traditional work areas fare well, gives substance to the difficult and seeming unrewarding task of developing long term strategies which challenge pervasive cultural and educational norms.

The Unemployment Context: Policy Measures which Increase Women's Participation in the Workforce

It could be argued that in the context of extremely high levels of unemployment in Ireland, particularly affecting younger people's access to the labour market, that increasing the participation rates of women will further exacerbate this problem. The Second Commission on the Status for Women's report to Government in 1993 acknowledges:

> *"the severity of the unemployment situation in Ireland and the pressures imposed by the entry of large numbers of young persons to the labour market each year, coupled with the diminishing possibilities of emigration as a means of realising employment opportunities."(p. 98).*

The report goes on to say that there might be a temptation on the part of policy makers to treat women's employment and particularly married women's employment as marginal. While they say that this attitude is unacceptable, on the basis of equality, and that it is wholly uneconomic for the Government not to seek returns on the training and educational investment in women, these arguments are further strengthened by analysis of other salient trends. The question that needs to be addressed in this context, is whether women's increasing participation in employment displaces young job-seekers from the labour market. On the basis of a number of international studies it is clear that increasing participation of women in the labour market does not increase rates of unemployment. In addition, women tend to return to different sectors and occupational areas to labour market entrants.

The National Economic and Social Council (1991) argued that access to employment and economic activity be equal for both sexes and that public policy should be neutral as regards the weighting of economic incentives applying to different categories of people. This reflects their view that:

> *'Labour is a productive economic resource and employment is, therefore, a measure of the success of the economy rather than a fixed asset to be re-distributed as the labour force grows.'* (p.6)

This viewpoint, obviously has wider implications than those focusing on women. In relation to women, however, various interacting cultural, social and economic factors have together produced a situation in which women bear a disproportionate proportion of the costs involved in child rearing, i.e., loss of earnings; difficulties of labour market re-entry; and restricted hierarchical progression. To a considerable extent the achievement of 'neutrality' would require corrective action, so that the responsibilities and costs of child rearing, for example, were distributed more evenly, between the sexes and between the State, local communities and employers.

Childcare Services

Women's labour force participation is not solely an economic matter. The cultural and social traditions which have created a reality of women assuming the primary responsibility for childcare, have had the effect of constraining women's access to the labour market. In Ireland, the virtual absence of publicly funded childcare facilities, other than those for children who are severely disadvantaged, makes access to the labour force for those with very young children difficult. Likewise there is no tax relief or subsidy for childcare costs. Several public service organisations provide day care facilities for their staff and as the Moss (1990) report points out there is greatly increased public, trade union and political interest in improving the provision and quality of childcare.

More recently, there have been a number of particularly successful childcare models developed under the NOW Community Initiative, involving consortia of social partners developing and providing a range of childcare services for working parents. Some of these models also incorporate certified training and enterprise development modules for unemployed women. Thus, albeit in a small way, locally based employment creation, in tandem with the development of much needed services, is being facilitated.

The extension of these models into mainstream provision is a complex issue, not least because the development of a childcare infrastructure in Ireland is still at a very early stage. It seems, however, that some of the models that have been developed under NOW are the types of models that should be encouraged and extended, should funding be made available. The Moss report endorses the provision of services that are responsive to a wide range of local needs and which serve as a community resource, which the NOW models under discussion conform to.

The vast majority of childcare services in Ireland are provided on an ad hoc basis, either by willing relatives or privately, with greater availability of private services in cities than in rural areas. The difficulty is that neither the demand nor the ability of current services to supply increased demand is known at present. This difficulty is compounded by the fact that there is no national register of childcare providers, making it difficult if not impossible, to monitor the demand, provision and quality of services available.

In Ireland, currently, there is no coherent policy on childcare. The development of policy has been addressed at length in the Second Commission for the Status of Women report. In addition, the Programme for Economic and Social Progress (PESP) agreement and the Programme for a Partnership Government make commitments to the development of childcare policy. This commitment has been reiterated recently, and endorsed by the employers and all the major trade unions in the Programme for Competitiveness and Work which replaces the PESP. The Minister for Labour established a committee to explore childcare issues in 1991 and the Working Party on Childcare Services, has, very recently, submitted a report to the Minister for Equality and Law Reform which aims to inform policy. This is being considered by Government.

In Ireland, for the most part, childcare is conceived and discussed, primarily as a women's issue. The National Plan, for example, in discussing women's participation in training, on the one hand acknowledges the importance of such provision for women, but on the other, in neglecting to delineate the role of fathers in taking more responsibility for childcare, implicitly upholds the view of childcare as a women's issue rather than an equality issue. As Moss points out, if leave entitlements and more flexible working hours are availed of only by women, inequality is perpetuated. The Nordic experience outlined later in this chapter endorsed this viewpoint. (See page 19).

The aim of improving parent's access to training overlaps with that of their post training access to the labour market. It should be possible, funding permitting, to provide parents with some form of subsidy, on or off site creche facilities or after school minding services facilities, in order that they are able to avail of training courses. However, much needs to be done at national level to facilitate women's return to the workforce. In the interim, prior to the development and implementation of national policy on childcare services, it is difficult to assess the impact extended provision of childcare services in the training arena will have on the progression into employment of single parents and returners.

The enormous perceived costs of State supported childcare services will, it is thought, be a continuing obstacle to radical improvements in the provision of widespread and flexible facilities. The costs of not providing such care in terms of lost educational and training investment of those at the peak of their creativity and productivity are also enormous, but more difficult to quantify. Those costs are carried disproportionately by women, and most notably by women in the lower paid occupational sphere, who arguably have most to gain from training interventions. The cost to children who may on the one hand be inadequately cared for in the absence of regulations and standards, or on the other cared for at home by a parent who has no feasible alternative but to stay at home, is also considerable.

The reconciliation of these matters is complex and requires considerable co-operation between the State, local authorities and community groups, training agencies, employers and parents. More importantly, the development of an appropriate childcare policy needs to be complemented by a financial commitment in the order of £20 million per year, according to the Second Commission on the Status of Women. The Commission stresses the importance of political commitment and support at national level, in order that EU Structural Fund resources are allocated and met with Exchequer co-finance. The commitment to submit 'appropriate childcare proposals under both the CSF and Community Initiatives' is stated in the National Plan. What remains to be seen is the extent and nature of that commitment.

Women into Management - Vertical Integration

Women are under-represented at management level in the Irish workforce and in management development training and educational programmes. In 1971, the position of women in management approximated 5%; that increased to 12% in 1986; and in 1990 the proportion of women in management increased again to 17%.

Corcoran, Sexton and O'Donoghue (1992) highlighted the fact that the sectoral distribution of the higher managers group changed substantially during the period. In the early 1970's the industrial sector accounted for some 58% of managers, non-market services accounted for 22%, and private services, the remaining 20%. In 1990, the industry proportion fell to 40%, non-market services also fell to 20% and private services rose to 40%. The most significant subsectors accounting for this increase are in the private business and financial services grouping. Within this grouping the banks were singled out by McCarthy (1986) for making significant inroads apropos promoting women into junior management positions, thus increasing the potential pool for promotion into middle management. On the basis of these trends it seems that the expansion of the private financial services sector has in global terms led to an increase in the proportions of women in management grades of the workforce. There is little evidence to suggest that the aggregate upwards trend of women into management is a cross sectoral phenomenon. There are also significant differences in the proportions of women in management even between companies in the same subsectors, and women's representation at senior or executive levels of management is still very low.

The Individual Deficit Model and its Implications

Explanations of women's underrepresentation at higher levels of the workforce have undergone a shift in emphasis over the last 10 years. Geotaxes' (1993) review of the literature on women's lack of representation at higher levels of the workforce, highlights the pervasiveness of a specific form of analysis. This model, known as the individual deficit model, proposed that women are themselves to blame for the situation in which they find themselves. The difficulty with this form of analysis, however persuasive, is that it is far too simplistic to account for the overlapping and interacting cultural, social, economic and personal worlds in which we are embedded, and which we reciprocally produce.

The individual deficit model is a cause and effect model, limited thus in its form of analysis by comparison with more sophisticated systemic models. There was at that time (early to mid 1980's) no, or virtually no consciousness of how social organisations or cultures shape and sometimes produce people's behaviour. The currently favoured systemic perspective, on the other hand, explicitly examines how systems are designed, how systems produce and reproduce patterns of behaviour. This allows the development of a consciousness about how we are doing what we are doing, in other words - a meta perspective or a reflecting model of analysis. Such models explicitly recognise that meaningful change has to occur at all levels of the work system, for example, and hence be negotiated with and inclusive of all participants in that system or organisation.

Two competing views, then, represented by the strategic and traditional models, are pertinent in the examination of woman's participation in higher policy or decision making levels of the workforce. The individual deficit model, which falls under the 'traditional' rubric, locates women's failure to progress through the organisational hierarchy in her person. Specifically, women's perceived collusion in their lack of promotion or career advancement is usually presented as a cause rather than an effect of work and organisational practices and thus becomes a legitimate training target - frequently in the form of personal development type courses.

This has led to the growth of ad hoc 'remedial' style courses in confidence building, assertiveness training and so forth. These are frequently presented as stand alone solutions to women's lack of representation at management levels of the workforce. The difficulty here is that men are not similarly targeted or included in such training, presumably because their behaviour, perceived attitudes and personality factors are those which are valued and aspired to in the workplace.

Cameron (1993) makes the point that women are expected to tackle their lack of confidence and assertiveness through training, but the effect of gender stereotyping on men is frequently ignored. These 'lacking qualities' are rarely counterpointed with attempts to highlight the value of skills and traits viewed as typically female, such as communicative abilities, negotiation skills, co-operative practices and so forth. Personal development courses devised for men and women might present a much more balanced and less value laden opportunity for both sexes to learn from each other, and realise their individual talents, without the implicit negative biasing that occurs when such courses are targeted at women alone.

The traditional perspective frequently defines 'women' as the problem issue in the workforce. Similarly, this traditional framework incorporates the discussion of childcare issues, flexible working hours and parental leave options, almost exclusively as women's issues and women's problems, with the implicit assumption that women will continue to have primary responsibility for child and elder care.

Cameron points out that the problem with the traditional perspective is that:

- It has failed to deal with the underlying causes of discrimination;
- it has been reactive and expensive to implement;
- it has been unrelated to actual business organisational and people needs; and
- it has excluded men.

The primary difficulty with the approach summarised above is that it obscures the effect inequality practices have on general business and organisational objectives. In addition the role of organisational cultures in producing and perpetuating inequality practices is ignored. The location of the problem in women, individually or collectively, makes the analysis of corporate cultures' value systems seem either marginal or redundant. This is further complicated by the nature of the cause and effect level of analysis employed therein. It is overly simplistic, and produces expectations that the linear application of laws or social interventions to what are complex, interacting, human, social and cultural systems, will in and of themselves effect radical change.

Social and Organisational Aspects of Equality

Cameron comments on the fact that in the Nordic countries where equality legislation, childcare and parental leave entitlements are exemplary, women's representation at executive management level in the public and private sectors is only 2%. She cites the fact that take up of parental leave by men in these countries is low. This indicates that even in an enlightened social regime, corporate culture does not reward absence from work. Consequently, men do not avail of their leave entitlement because of the negative effect absence from the workforce has on their career progression. The UK Policy Studies Institute (1990) report on women in engineering and scientific occupations, found a similar trend emerging, with women becoming increasingly reluctant to take career breaks because of the fear that uptake of such entitlements will catapult them outside the mainstream career process.

These studies together point to the pivotal role of the organisation in shaping the differential career progressional behaviour of men and women. It seems that organisational values which translate into observable promotional practices, can supersede the influence of structural supports. In addition, it appears that men and women are more responsive, in terms of promotion seeking behaviour, to the norms expressed in the organisational systems in which they are located, than those represented by the wider societal system.

This should not be taken to mean that ancillary childcare and flexible work practice supports are not crucial, but that such supports *alone* cannot effect significant change in complex systems. These supports, then, need to be seen as an essential component of a strategic framework which addresses equality systemically, incorporating men's and women's attitudes and behaviours.

The elimination of barriers to women's participation in management requires the analysis of *both* personal factors and organisational factors. It may be that organisational factors are more salient than personal factors. Research evidence supports this view, showing that situations that are interactive, or interpersonal in nature, such as those produced by workforce activities, are more likely to produce sex differences than individual situations. (Kanter, 1977).

Organisational systems and structures thus play an important role in eliciting sex role behaviours and expectations. The important question that needs to be addressed in exploring equality issues and actions in the workforce, is how do organisations define gender; how is gender constructed by the organisation. A systemic or interactive perspective recognises that enhancing equal opportunities for women requires fundamental changes in organisational thinking so that changes in central zones of the organisation are mediated. As McCarthy pointed out, these zones include changes in the following structures:

- Personnel policies;
- training (range, access, and content);
- appraisal procedures and promotional practices; and
- changes in general work practices.

A Strategic Framework for Equality Actions

The strategic model promotes an integrated approach to equal opportunities. The goal of equality is thus a central component of a planned and managed approach to change. McCarthy (1986) argued that a Strategic Positive Action Policy calls on organisations to take the lead in instituting equality actions. The key components of a strategy effecting change were identified as: an organisational systemic perspective, change in organisational structures, influencing managers, helping women and action based research.

The aim of improving women's vertical progression at work requires that organisations examine their culture, i.e., the beliefs and values which shape policy and promotional practices. The objective of such an exercise is to prepare the ground for equality measures designed to redress the balance together with questioning and eliminating those values and practices which covertly or overtly favour men's advancement. There is substantial evidence, for example, that informal networking practices amongst men, characterised by inherent discriminatory tendencies, constitute considerable obstacles to progress. The single biggest barrier to the progress of women in management is the existence of 'the men's club network' according to a survey carried out by the British Institute of Management.

Equality Audit Procedures

Equality audit procedures form an essential component of the strategic approach. The following list is suggested by Cameron as a useful starting point in eliciting basic information about resources in the workforce in order that linkages be made with business objectives:

- A breakdown by job title, grade, responsibilities and site, by gender, so that segregation patterns are identified, and historical or sound business reasons for divisions can be distinguished.

- A legal audit to ensure outdated practices which might make the organisation vulnerable to equality claims are disbanded.

- A register of educational, vocational and professional qualifications, so that any indirect forms of discrimination on the basis of false assumptions about women's career commitment, ability and so forth can be challenged.

- A skills audit, so that a wider profile of experience and expertise is captured than under more narrow procedures.

- A training audit, so that the uptake of key career development training, is monitored with a view to ensuring that such training is equitably distributed on the basis of good business practice. The commercial and retention returns on providing for the progression of support staff into management functions should thus be made more tangible.

- Cohort analysis: companies like ESSO have tracked 'like' men and women over a five year period and found that women are at least two or three grades behind their equivalent male counterparts.

- Surveys of staff opinions: interviews with staff from all levels of the organisational hierarchy complement the facts and provide a space for constructive discussions on organisational culture. Barriers to progression can thus be made explicit.

Management Commitment to Equality

Instituting equality policy which incorporates audit procedures, obviously requires a commitment from senior management executives. McCarthy's emphasis on the crucial and primary role of senior management's commitment to equality actions is salient in the Irish context and echoes research findings in other countries. The 1992 HMSO report on equal opportunities for women in the British Civil Service identified commitment from top management as the most important factor contributing to achieving equality of opportunity. Clear lines of accountability and a strategic framework are also important contributors to successful implementation of equal opportunities policies.

McCarthy found that in Ireland, clear support from senior managers to equal opportunities was not forthcoming other than in a small minority of cases. She further found that in larger companies where appraisal systems are in operation, there was no evidence that those procedures were based on sound equality principles. Other research has raised concerns about gender bias in appraisal systems and about the unequal application of performance benefits.

The Business Perspective

In the United Kingdom, the Opportunity 2000 campaign was launched because of the concern that British industry was not maximising the economic potential of its women employees and in recognition that companies operate best when good gender balance exists at all levels. This view is complemented by the fact that the Pacific Rim countries (with the exception of Japan) have increased their percentage of women managers from 19% to 23% in the last five years, indicating that the skill requirements of economic growth may outweigh cultural prejudices in effecting change.

In Britain, there are expectations that women will have an increasingly important role in the labour market of the future, given declining birth rates. This has led to employers considering family friendly policies and promotional strategies which aim to increase female retention rates. The 190 companies that joined Opportunity 2000, by mid-1993, all carried out staff audits which demonstrated women's great under-representation at management level.

All member companies accepted that the joint adoption of commercial and social responsibilities are contingent on improving equal opportunities in the work force for women. In addition, they are all committed to and believe that developing women managers improves business effectiveness. The policies developed by different companies are frequently similar comprising improved maternity and paternity provision, career break schemes, childcare allowances and creche facilities, and training schemes which emphasise the importance of career planning for women. This last emphasis was prompted by various research findings that women are less likely than men to plan their careers. Many of the barriers to women's progression into management are embedded in attitudes and practices which are concealed or covert and difficult to dispel unless an active and open minded research strategy is employed.

The Barriers to Women in Management

The women in management studies, conducted during the 1980's tended to concentrate on: the meaning of equal opportunities, outcome studies of women in management, women's overall access to management structures, perceived barriers, leadership roles and sex role stereotypes. These areas of study are still salient today. The barriers identified by Irish women surveyed by McCarthy in her ongoing study of women in management, in order of perceived importance include:

- The lack of societal support for women in senior roles:
- perceived personality factors;
- the lack of role changes for women;
- impact of skills, knowledge and experience;
- perception of women's commitment within work systems; and
- women's resistance to change towards the dominant masculist model of leadership.

These concerns obviously overlap and echo the importance of strategy that is focused on social organisational and personal factors. These concerns also dovetail with earlier studies on managers' diagnoses of the lack of equal development in their organisations. McCarthy (1986) found that the three highest rates of agreement amongst managers as to the reasons why women's promotional prospects are less favourable than men's, were:

- 'Women are less ambitious in their jobs';
- 'women's work experience is more limited and less varied than mens'; and
- 'women are not assertive enough in their jobs'.

The first and the third of these reasons (which probably overlap) locate failure in women's personality factors, indicating the large degree of currency this perspective has. The second reason; the limited range of and expertise of women's occupations, has been contested as largely a myth by the Bryt report, as has been noted earlier.

It seems that there is as strong a case for focusing on the attitudes and work practices of managers as regards their perceptions of women as there is on the attributes of women. While women may well lack confidence in the work sphere, that lack of confidence is more likely to be due to the lack of value attached to their work than to ingrained personality deficits. Women's confidence would doubtlessly be greatly improved if their experience of the workplace was similar to that of men.

A number of issues arise in relation to the personal domain; whether women want another model of advancement, a human relations model, or whether they wish to accommodate to the existing dominant model, the performance or output model. Alternatively, perhaps both men and women are constrained by the dominant model of work performance and an integrated model incorporating say skills or traits viewed as traditionally female - co-operation, and negotiation with decision making and problem solving - would be more advantageous to both. There are issues that will become increasingly important as the nature of work changes and the nature of women's potential contribution becomes increasingly valued.

From an organisational perspective, the importance of women's contribution to and retention in the future labour force has been explicitly recognised in other countries. In Australia, for example, affirmative action legislation is in existence and employers are required to submit yearly returns on equality actions. Employers who do not co-operate are prevented from tendering for State business. The substantial and growing cost of training prospective employees for the increasingly high skills environment of the workforce, together with falling birth rates towards the end of the century, indicates that equality will become an important strategic issue for those employers who are concerned with competitiveness in the long term. For those concerned with training, the economic cost of retraining women returners needs to be offset against supporting the development and implementation of effective equality policies.

The growing awareness that organisations and organisational cultures shape and produce a consciousness which either impedes or enables equality practices take root, is an important theoretical shift. When the organisation is located systemically, in relation to the person, the education system and cultural and social systems, the focus moves from an overly simplistic perspective to a perspective where dual and overlapping integrated actions need to be taken to effect positive change. Interventions taken in organisational systems can and do further both business and equality objectives. If these actions are complemented by initiatives taken by the State, such as a commitment to the development of a childcare infrastructure, and by wide scale ongoing equality measures in the educational system, the potential for change, which is becoming evident, will be realised substantially.

A broad range of topics have been highlighted in this review. The purpose of this exploration was to emphasise the interrelatedness of obstacles located in family, organisational, and social systems, with difficulties experienced in the training sphere. These issues are thus related to and influence gender patterns in training statistics and as such, will be referenced throughout this report. It is clear that obstacles to women's participation and representation in the labour force cannot be ameliorated through the application of ESF co-financed training interventions alone. This is not to underrate the importance of applying positive action strategies in the training-educational system but to re-emphasise that radical change requires integrated action in all systems across a wide range of issues.

Chapter 2

Agency Perspectives On Equality

This chapter presents information and views on women's participation in various forms of training, gathered from agency personnel. The questions which prompted discussion are displayed in Appendix 1. All of the agencies who will deliver measures under the 1994-1999 Community Support Framework were interviewed with the exception of the Department of Justice who cater only for male offenders and the Crafts Council who deliver equitably to a very small number of males and females. Issues which require agency examination or action are highlighted at the end of each account.

AER LINGUS

Aer Lingus is the State aviation company. It is responsible for a number of ancillary aviation related activities including aircraft and component maintenance, computer services and training. The ESF co-finances Aer Lingus' current training of approximately 37 pilots, 5 of whom are female, and 98 apprentices, 5 of whom are female. It also trains a small number of computer programmers, amongst whom there is a good gender balance. All of the above-mentioned training has directly led to employment in Aer Lingus for beneficiaries so there is considerable overlap between internal organisational gender equality issues and gender issues relating to the training under discussion.

Perceived Obstacles to Women's Increasing Participation in Non-Traditional Areas of Education, Training and the Workforce

Aer Lingus identified parental influences and the compulsory education system as having a major effect on women's low participation in non-traditional areas of training. In particular, subject choices made by young women at school are not in line with specifications for technical subjects which form criteria for selection onto apprenticeship and other similar types of training.

Another major contributory factor identified was the lack of awareness and/or understanding at senior management level of equality issues and actions. In a survey carried out during the period 1990-1992 in Aer Lingus, it was found that senior management, the majority of whom are male, did not perceive that there was a difficulty in regard to women's representation at various levels of the workforce. Women, however, had a different perspective.

Women's own reluctance or lack of confidence arising from their conditioning was also noted as a contributory factor, preventing them from putting themselves forward for management training, skills upgrading opportunities, or general promotional opportunities.

The commercial mandate operating in the private and semi-private sectors, which would include Aer Lingus, was said to sometimes work in women's disfavour. It is thought, for example, that there is strong customer preference for female cabin crew. In all likelihood the same would be the case in relation to male pilots.

Actions Required To Adjust Bias That Exists

The critical importance of support from and commitment to equality actions at senior management level was highlighted. Positive actions such as instituting performance indicators and setting numerical targets would constitute meaningful attempts to alter the balance, but the strength of such practices in producing favourable outcomes would be considerably enhanced if management were convinced of the need to endorse and execute such activities. This layer of influence would considerably ease the effort involved in weaving equal opportunities issues into all aspects of training and staff development in an integrated fashion, which would be a vital strategy in producing change.

It was felt that at this time positive action activities might present some difficulties in Aer Lingus. The organisation might be reluctant or unable to make the commitment necessary given the major rationalisation programme that is being instituted. There is concern that most voluntary redundancies will be taken by women and that ground gained in the last few years will be lost. Aer Lingus has acknowledged that a critical review of the effects of the rationalisation programme, in terms of skills gaps arising and gender issues, will need to be undertaken, following its completion.

On a practical note, it was thought that a critical and rigorous review of the criteria used to select apprentices should be implemented, so that any tendency on the part of women to deselect themselves on the basis of perceived requirements could be stemmed. Similarly, the provision of carefully designed and presented pre-apprentice training or skills sampler courses for women would counter those tendencies. Aer Lingus also feels that it is important that women are represented on apprenticeship interview panels.

In addition, Aer Lingus rates the importance of critically reviewing all course material to ensure visual and linguistic content actively encourages women's participation. Course literature, does in general communicate gender inclusive messages; however, there is some question as to whether apprenticeship literature does.

It was thought that a formal policy might effectively ensure that all Public Relations exercises and national advertising activities demonstrate that women are involved in non-traditional roles, as pilots for example. Similarly, women's profile in 'business class' advertising could be improved. Those in Aer Lingus who are concerned with equality practices felt that some of these advertising practices might be challenged further, in favour of women.

Women Only Versus Gender Inclusive Training

Aer Lingus' work and research in the equality area demonstrates the importance of ensuring that men are included in personal development training equality referenced courses. The survey conducted in Aer Lingus found that it would be women's preference that men are included. Otherwise, they felt that such activities might be perceived as unimportant or not as valid as training provision for men. It was found that the inclusion of men in such courses afforded a valuable opportunity for discussion and debate at peer group level.

Aer Lingus facilitates 'women only' courses when requested or preferred by women as was the case in the provision of assertiveness training courses. It was said to be particularly appropriate to skills sampling or pre-apprenticeship training. The introduction of pre-apprenticeship training for women is regarded as an area which requires examination and Aer Lingus sees this as a possible area for positive intervention in the future. For longer or specialised forms of training however, Aer Lingus said that it seems that women prefer to be mainstreamed.

Equal Opportunities Policy and Related Issues

The importance of thorough research work which aims at establishing facts - hard statistics - on the situation that exists within any organisation was emphasised by Aer Lingus. Such work was thought to be a salient device in persuasive terms, and as importantly, a baseline from which policy planning could be developed and referenced. Such work also represents an effective way in which equal opportunities policy can be communicated and has been communicated in Aer Lingus, throughout all levels of the organisation. The survey carried out, which examined, amongst other things the relationship between gender and staff grades, revealed that there was significantly more satisfaction vis-a-vis equality issues at management level than staff level and hence an important site for action. The fact that this survey was carried out demonstrates a commitment to these issues.

Aer Lingus has an equal opportunities policy statement. It does not, however, make explicit reference to increasing women's uptake of training placements. No policy at present informs Aer Lingus' practice in promoting representative participation across sectors or occupational training headings. No specific goals have been set for increasing women's opportunities in training. There is an aspiration towards that however. No numerical targets are specified for non-traditional training courses.

All of Aer-Lingus' induction training courses include a module on equal opportunities practice. Staff training courses have also been run in equal opportunities. This training is evaluated as a matter of course.

Aer Lingus does not have a fulltime Equal Opportunities Officer. The Personnel Services Manager is, however, responsible for and very active in this area. This position will be reviewed in light of the restructuring programme, as a matter of policy.

In Aer Lingus, there are no explicit encouragements made to women to enrol on management/higher skills development courses. An open access system is practised, on the assumption that managers encourage women as much as men. In Aer Lingus' internal training programmes they have had a good experience over the last few years in terms of representativeness. They are also encouraged by the fact that there are now significantly more female trainers involved in such work than before.

All employment positions are advertised nationally, subverting the influence of the male network or the latent inequality practices which arise from the word of mouth approach to recruitment. Advertisements state that Aer Lingus is an equal opportunities employer. Interview panels assume a gender balance as a matter of policy. Promotional material is also carefully monitored. The apprenticeship training programme managed by TEAM Aer Lingus also follows this practice. The organisation facilitates school visits and actively encourages young women to apply for pilot and apprenticeship training places.

The organisation has other strategies in existence to overcome biases; these practices include briefing line managers on non-sexist approaches to recruitment, internally and externally. Recruitment advertisements are carefully worded: '*women and men are invited....*'. Professional interviewers are present on all interview panels. In addition, women pilots have been given considerable media exposure.

Discussion

The area of greatest concern in Aer Lingus' training is the lack of female representation on the apprenticeship programme. The open competition for apprentices, with the organisation's commitment to equal opportunities and prohibition of canvassing publicly stated is commendable in equality terms, however, it is clear that more needs to be done if these trends are to be challenged. The ratio of female pilots could also be improved, but this is probably a less onerous task given the prestige attached to gaining access to that occupation and the fact that no specific technical requirements are sought.

Aer Lingus can not effect major change in gender balance by itself. Even if it could, male dominance throughout senior management, technical areas, management boards, and so forth means there are few positive role models for women and few women in positions to effect change. Consequently, change in the status quo would have to be initiated, in the main, by those who have most to lose.

The linkage between ESF training and organisational employment practices is more obvious in Aer Lingus than in most agencies and the organisation is very aware that a horizontally and vertically integrated approach to equal opportunities practice is of paramount importance. The application of positive action policies to training activities is necessary, but only one strand of the multi-faceted approach required. Unless the intra-organisational practices are improved in the short term, and in the longer term, inter-organisational equality mechanisms instituted and effects

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consolidated, through the education system for example, real progress will be modest.

Issues Arising

- Aer Lingus should examine the feasibility of providing pre-apprenticeship training for women.
- Aer Lingus' Equal Opportunities Policy should be extended to addressing ESF financed training provision for women.
- That policy should address Apprentice uptake in particular.

BORD IASCAIGH MHARA

Bord Iascaigh Mhara (BIM) is the State agency with responsibility for the overall development of the fishing industry. Training is provided in areas relating to the farming and catching sectors through to the processing and marketing sectors.

Overall female trainee participation rates in this traditionally male industry are low at 18% in 1992. Of those women who were trained in this period, almost half (48%) were being trained as retailers. In 1992 the proportion of women in training increased to 35%, but this was achieved mainly by increased throughput in the retailing and catering sectors. No women trained as either skippers or fishing deckhands in 1992, but two women trained as skippers in 1993 as did one woman deckhand. Clearly then, there is need for greater action to assist better representation of women in sea fisheries training. Fishery occupations and particularly the primary part of the industry, present obstacles to female participation. This is the case in all the member States that have a fishing industry.

BIM is very aware of this imbalance and feels that the fishing culture with its overwhelmingly male tradition is a major contributory factor. Until recently fishing vessels had no facilities for women, and only on new fleets are these basic requirements now fulfilled.

According to BIM, in the fishing industry, tradition extends further than women's non-participation. The fishing community is 'very tight knit' and it is difficult for 'outsiders' to become involved, particularly in the West of Ireland, where sea-going superstitions still, apparently, have currency. BIM has, it says, made strenuous efforts to increase the numbers of female deckhands trained but met with resistance from skippers. Younger skippers would, it said, be more willing to take women on board, but logistical problems together with the lack of support structures for women working alone on such vessels, make this difficult. The increase in female deckhand numbers is a pivotal activity because they form the pool from which trainee skippers are drawn.

BIM is an equal opportunities employer and as such observes employment practices covered by legislation. Its commitment to equal opportunities for its employees is specified in its 1991 Annual Report. BIM has no formal policy or action plan as is the case with most agencies, for increasing women's participation in training activities. Favourable consideration is given, however, to female applicants. It has, like Teagasc, tried to address the historical lack of female facilities at training colleges. There has been no staff training in equal opportunities issues to date. However, there is a willingness to consider implementing such training in the future, for both staff and trainees.

BIM has not had a NOW project and thus the developmental benefits of explicitly addressing an aspect of women's needs have not accrued. It feels that positive action such as that which could be developed under the rubric of a NOW type framework initially, would effectively pump prime the organisation into developing strategies to address the imbalance that exists.

Actions that could be Taken

BIM feels that career guidance teachers need to familiarise themselves with the broad range of training possibilities available in the fishing industry. Young women need to be encouraged through their education system to think of fishing as a possible career.

More importantly, upstream measures need to be instituted in advance of such encouragements, to overcome skippers' perceived reluctance to take young women on board. This might involve lobbying fishermen's groups like the Irish Seaman's Association and trade associations. BIM is of the view that such campaigns would have stronger impact if presented as EU concerns, presumably because they perceive the EU with its wider financial influence on the industry, to have greater leverage with their clients.

A more active strategy by way of regionally based promotional campaigns or seminars aimed at skippers and fishermen would need to be carefully planned to co-incide with periods of bad weather. It should be recognised, as BIM points out, in practice this might fail to have much impact in that fishermen might be difficult to persuade off their vessels to attend workshops on issues which they are not attuned to.

If any of the strategies decided on are successful in achieving more co-operation from skippers in taking on female deckhands, some caution in placing females needs to be applied. As with any 'hardline' minority occupational area, no woman should be placed on a ship where she is the sole female aboard. Where women are in a severe minority situation, their experiences on board should be carefully monitored and a support system put in place. BIM is willing to track post-training placements by gender which would be a suitable means of ensuring that any difficulties experienced particularly by women are targeted for appropriate support provision or intervention.

Although BIM has no formal policy which addresses gender representation in training, its views as regards instituting positive action type interventions are encouraging. It stated that positive actions would go a long way to address some of the imbalances that exist. Its view of skills sampler/taster courses is favourable and it believes such activities could be offered at Greencastle Training College.

Fishermen's wives, who already provide much onshore support to fishing fleets could, for example, be specifically targeted for training. BIM recognises that part-time course provision is an important feature of attracting more women and specifically women in the older age bracket. There may be some merit in developing a course aimed at training a small number of women who are already similarly occupied on a voluntary basis, in shore-based fleet management strategies. Such a training endeavour would obviously need to be developed in consultation with the industry.

BIM is of the view that the onshore training activities are more amenable to increased female participation rates. They are involved in providing mixed gender training in shellfish farming, for example. Technology change and developments in the fish farming sub-sector have provided new enterprise and local employment creation possibilities, all of which are of relevance to increasing the range of training provision to women.

Young women should be made explicitly aware of the employment opportunities in quality control, where stricter hygiene standards and new regulations have created good employment possibilities for those who are trained. Women should also be made aware of the openings in aquaculture.

There is no full or part-time equality officer in BIM. That role is part of the overall personnel function. There have been no courses run for trainers or other staff in equal opportunities practice. BIM is willing to consider developing such a module through the allocation of a budget for training of trainers.

BIM conducts school visits and encourages young women's involvement. It is especially conscious of the importance of its liaisons with schools since the Employment Equality Agency did some work with it in 1977 regarding women's under representation in the industry.

Issues Arising

- BIM should develop equality policy which incorporates an active strategy for women's involvement in training.
- BIM should develop a strategy to overcome skippers' perceived reluctance to take young women on to fishing vessels as trainees.
- BIM should actively promote high skill areas of new technology training for women, through the careers guidance and secondary schools network.
- BIM should explore the development of training strategies which are attuned to the the needs of fishermen's wives.
- BIM should implement training programmes in equal opportunities for training staff. (See general recommendations).

CERT

CERT is the national body responsible for co-ordinating the education, recruitment and training of personnel for the hotel, catering and tourism industry of Ireland.

CERT's training provision for the tourism sub-sector of the services industry attracts 50-60% female participation rates depending on the form of training under discussion. In global terms then, these measures do not present obstacles to female participation. Within measures, according to CERT, the bar service is predominantly populated by males and the accommodation service by females. CERT makes efforts in both directions to attract a more balanced gender ratio.

Low Pay

CERT is aware that service occupations dominated by women are low paid. It believes that economic factors, in addition to the nature of the jobs and the skills required, are the determining factors in setting pay rates rather than the gender of the job holders. In particular, it is believed that the large number of operative and relatively unskilled jobs in the industry further decreases the average pay rates. While there is no evidence of unequal pay in the tourism industry, women are clustered in lower paid occupations. The 1990 CERT survey showed that low pay is cited as an occupational obstacle more frequently by males in the Dining-room/ Reception/Accommodation areas than by females, and is a factor effecting retention rates, again more significantly for males than for females.

Unsocial and fragmented hours together with the seasonal nature of employment, are occupational features of the industry. These factors impact much more strongly on females than males as they frequently have to balance career progression against family commitments. As the Programme Evaluation Unit's report on the tourism operational programme highlighted, women are in lower paid jobs than men and do not have the same promotional prospects as men. As this is the only major form of ESF co-financed training in which there is female dominance, the gap between the aspirations that are reflected in the representative uptake throughout the tourism training hierarchy and subsequent occupational achievement is of concern. It should be recognised, however, that many of the women represented in the labour force and low pay statistics did not participate in formal training programmes. Comparisons should thus be made with caution.

Management Training

Management training provided by CERT is a case in point being unusual in that female participation rates are consistently around 50%. This uptake does not, however, reflect the gender breakdown of senior and executive managers employed in the hotel sector, the majority (80%) of whom are male. At general management level (which includes trainee and assistant management grades) 60% are male and 40% female. At executive/senior management level, however, 80% of full-time job holders are male (CERT, 1993). It should be recognised that CERT training is not the sole route into management, however.

It is CERT's opinion that the relatively poor training into management progression rate for women is not due to employer reluctance to recruit females. Women's preference for occupations which are characterised by regular and predictable hours and women breaking their career paths for family reasons were thought to be much stronger factors. The cultural tradition of women taking responsibility for family matters was thought to considerably restrict women's ability to make the personal commitment necessary for occupational progression in hotel management. CERT also made the point that women are not putting themselves forward for promotion to the same extent that men do. CERT emphasised that dismantling the barriers to women's fuller participation in the workforce is more a matter for national economic and social policy, than training policy.

There is a myriad of well known socio-cultural explanations as to why women do not progress proportionately into management positions in the workforce. These are discussed in some detail in the literature review section of this document and will not thus be discussed here. However, the evidence that women generally do not plan their careers in a structured and strategic fashion, could perhaps have an additional influence on entrants to a form of employment that requires great mobility and the ability to withstand seasonal changes in fortune.

Equality Issues

It is accepted that the reasons why women do not plan their careers systematically overlap with the differential family and cultural expectations applied to men and women in our society. However, there is a case to be made in relation to encouraging women to plan and map their desired career path. Obviously this form of training or career guidance should incorporate equality issues and also be aimed at men. Their inclusion might highlight the family issues that women have historically taken prime responsibility for and, consequently, tailored their career ambitions to manage. There is considerable evidence, for example, that interrupting their careers for child rearing or other reasons has a negative effect on the career progression and pay rate prospects of women.

Young women and men need to be educated to share family responsibilities in such a way that the impact of life choices does not have negative career repercussions, overwhelmingly concentrated on one sex. This form of training needs to occur most urgently in the compulsory school cycle but also needs to take place in post-compulsory institutions. Given that CERT does not have any difficulty attracting and training women for most forms of employment in the industry, it might make a progressive training intervention to raise young people's awareness of equality issues and, in tandem, make career planning a focal exercise.

CERT made the point that women's prospects for hierarchical progression are better in the ancillary tourism industries, in that working hours do not pose the same constraints. As the support service cluster (for example, activity centres, heritage centres, genealogical services, etc.) to more traditional tourism provision develops, women's retention and subsequent promotion rates should improve. In addition, CERT believes that the lengthening hotel season will progressively improve the stability and terms of employment in the industry.

Discussion

The training - employment cycle in the tourism industry is complex in that employment is relatively plentiful in the context of Ireland's severe unemployment problems. The importance of this sector's contribution to and prospects for employment creation cannot be overstated in light of the Callen, Nolan *et al* finding that unemployment is the single greatest cause of poverty in Ireland at present. Employment prospects and training provision for women are good, but the risk of being low paid is also high and particularly so for women.

By definition the tourism industry is labour intensive in that what is valued is the quality of customer care. The FÁS-ESRI 1992 manpower forecast study showed that up until 1986 women's share of catering employment rose, but fell slightly between 1986 and 1990, as it did throughout the service occupations. Without wanting to extrapolate too strongly from this trend, it is possible (if the lower retention rates for men for reasons relating to low pay are taken into account) that this trend will continue as long as labour supply is overwhelmingly stronger than demand on a national basis, unless women are consistently prepared to work for less money than men.

It seems very unlikely in the current context that wage rates in the industry generally are going to improve with the consequent risk attached of large scale job losses. Research evidence generally suggests that national minimum wage rates reduce employment levels. While women at work would gain greatly from a national minimum wage level, women entrants might experience greater difficulty, in the event that it becomes more financially attractive. The CERT survey finding that more males than females left the industry because of poor pay, together with the slight increase in the number of males taking up employment in the industry recently, suggests that wage improvements might intensify the latter trend. This analysis suggests something of a Hobson's choice for women in the short term, which crudely stated implies either fewer jobs for female entrants or more poorly paid jobs for greater numbers of women.

This is, however, a very superficial analysis of one component of a very complex situation. The responsiveness of the labour market to wage rates within and between sectors and the extent to which higher prices in this industry might effect the demand side, requires in-depth analysis. This would be an essential criterion in trying to gauge the consequences for women in particular and employees and entrants in general. In addition, such research needs to be set against a framework which incorporates the promotion of women's earnings in social-equality terms.

To conclude, there are no obstacles to either women's uptake of CERT training places or representativeness across different training activities, with a few exceptions, by comparison with other agencies or organisations involved in training.

More serious difficulties arise in the post-training occupational sphere. Low pay is a feature of work in the industry for both sexes but more seriously so for women because of their over-concentration in low paid positions. This is offset somewhat by the provision of accommodation and meals, making the lower occupational levels of the industry more viable for younger people without family responsibilities.

The lack of representative female progression from management training into executive and senior management positions is of concern given the investment made by both sides. That said, the proportion of women progressing into general management grades is improving. CERT's research shows that the percentage of female managers in the Hotel, Catering and Tourism industry has risen from 30% - in 1988 - to 41% by 1992. Women managers as a percentage of the total female workforce also rose from 6% in 1988 to 9% in 1992 whereas the equivalent figure for men dropped from 27% to 18% in the same period. If these trends continue the proportion of women in executive and senior management grades should improve.

Issues Arising

- CERT should consider conducting some research into the male - female applicant breakdown for executive/senior hotel management positions by comparison with those selected. The indication that no indirect discrimination is practised may need further exploration.
- CERT should consider incorporating equality training into mainstream provision. In the context of career planning exercises, young men and women should be encouraged to debate and consider differential family responsibilities, the impact on their career progression and the equal management of same.
- The position of women in low skills, low paid tourism and hospitality occupations should be researched.

COILLTE

Coillte is the State forestry company responsible for £800m of forest assets which total 400,000 hectares of land. Coillte was established in 1989 under the 1988 Forestry Act. Coillte's primary function is to manage the State's forests. In addition, it provides training, both for the forestry industry and for its own staff. Coillte employs 1,530 staff, 105 of whom are women and 1,000 of whom are male forest workers. Most women are employed in administrative/clerical grades. Two women are employed as level two managers. There has been no recent recruitment in Coillte.

Perceived Obstacles to Women's more Representative Inclusion in ESF Funded Training

Cultural, educational factors and the hard physical nature of working in forests were identified as being the main obstacles to women's participation in ESF funded activity. As primary forestry production becomes more mechanised, Coillte believes that the physical nature of the work will be less demanding and replaced by need for harvesters to be mechanically minded and physically dextrous, in theory, thus more amenable to women.

The major obstacle to women's employment in the primary end of the industry - which is possibly the most physical and traditionally male environment across all occupational sectors - is, according to Coillte, contractors' reluctance to employ women. To the best of Coillte's knowledge, only one woman has ever been employed in the forests. There are no facilities for women. Most forestry contractors are in the 40-50 age cohort, are commercially driven, view males as having more productive capacity and are fairly traditional in their views on women's role in the workforce. According to Coillte they would see even the more mechanised form of forestry as being unsuitable for women, in that they might have to work alone in forests late at night and be capable of fixing large harvesting machines and timber moving vehicles if they broke down.

These entrenched views may change over a generation or so of contractors with more enlightened schooling and child rearing practices but at present any interventions would be difficult, firstly on pure commercial grounds - Coillte thinks it is unlikely foresters could be persuaded to descend from their £1m harvesters to attend seminars or workshops on gender related issues. In addition, the industry is very fragmented, with as many as 500 small contractors responsible for nominating potential employees or employees for training. The difficulty here is that the fragmented structure of the industry and particularly the contracting sector, make policy actions difficult to implement 'on the ground'.

Forestry trainees are selected by forestry companies, who are typically small contractors. Some would also be in the process of changing to forestry from say construction, as a career. All of Coillte's training is to upgrade the skills of those already in forestry employment or in the case of their unemployed trainees, is targeted at 'real jobs'. Coillte claims that there would be no great difficulty in getting women involved in training, that the real difficulty would be their securing jobs afterwards. However, given that prospective employers have responsibility for nominating training beneficiaries, their reluctance to employ women must be reflected in their choice of trainee.

The courses trainees are recruited onto are not vastly oversubscribed so the perception that men are being displaced should not be an issue.

The relationship between Coillte and the subcontractors is symbiotic in nature. The main priority of both is to build up the harvesting infrastructure for a large and growing industry. That priority has to date outweighed proactive gender considerations. The place of women in that industry, as has been stated, is confined almost totally to central office administrative type functions.

Coillte also identified structural difficulties to women's increasing involvement in the core side of the industry. Forestry work requires geographical mobility on the part of its workers and women are less able or willing for social and cultural reasons to relocate.

The difficulties of integrating women into this occupational structure are considerable. At least two fundamental levels of change are required. Women would have to be convinced of the viability of forestry as a career and secondly forestry contractors and workers would need to be convinced of women's ability to do the work, requiring great attitudinal and experiential change for both groups. These difficulties are compounded by the fact that most forestry contractors who nominate trainees are very small operations - typically 1-10 person companies. Implementing equal opportunities activities in what is a very fragmented structure would require considerable resources.

Possible actions that could be taken to redress the balance

Coillte feels that it would be valid for it to make explicit reference and encouragement to young women to consider forestry as a career, in its schools visits programme. This will become more salient in the next round of funds should Coillte get approval for its proposals, in that the training parameter is much more broad based, including areas of activity which would be less permeated with traditional gender role stereotypes. It would be much more important, however, for Coillte to use whatever leverage it has with employers to increase their willingness to nominate women for training.

Coillte is willing and committed to reviewing its policy on gender representativeness. It is aware that much more could be done to actively encourage women's participation in training activities generally and more specifically in mainline forestry training.

It said that it would have no great difficulty in implementing positive action procedures such as numerical targets, during the next round of funds. Coillte is also making enquiries as to what kinds of approaches Scandinavian countries have taken to equal opportunities in forestry so that similar learning can be applied to its situation. As yet, Coillte has no formal plans to actively pursue greater gender equity in this area of training or employment. It is, however, willing to research and review that situation.

The training range in its proposal for the next round of funds is less concentrated on harvesting and timber processing, and hence, in the short term (if approved) would, it feels, attract more female participants on a global basis. Coillte pointed out that ESF co-funded training has been confined to date to the most hazardous and physically arduous aspect of forestry work. It has noted that the proportions of women working in other areas of outdoor work, particularly in the nurseries area, is increasing. In addition, employers are favourably disposed to engaging women in nursery tasks as they are thought to be more dextrous and neat in performance of their work duties.

The sectoral bias would still require considerable pre-training input at both the compulsory educational cycle level and the recruitment cycle before even modest progress could be made. Given that this is a potential employment growth sector, strong arguments could be made to sell forestry as a career to young women. However, significant amounts of incremental development and educational work would need to be done with forestry contractors so that commitments are made to employ trained women in advance, in order that expectations are not raised in a post training employment vacuum. If such a route were taken, the regional and district office staff would need to become strongly involved in developing and guiding policy.

Equal Opportunities Policy

Coillte has an equal opportunities policy which operates within the company. That policy has not, to date, extended to actively promoting representative participation in training activities, nor to working with contractors vis-a-vis attracting more women into the industry. Coillte's internal equal opportunities policy, like that of most State agencies, is based on the premise of equal access, which is underwritten by the assumption that latent bias does not exist.

Coillte has had a part-time equality officer since 1992. To date that position has been focused on policy relating to internal staff matters. Coillte, in its 1992 annual report, stated its commitment to equal opportunities and, of particular relevance in the ESF context, pointed to the critical importance of training and education to equality development. Initiatives in that field have to date focused on staff and management training in equality issues, a process which will be monitored by an equality committee comprising management and union representatives. Some internal organisational groundwork has thus commenced and, critically, at both ends of the organisational hierarchy. This is an important strand in developing policy around inter-organisational interactions which in this case would be required to improve gender ratios in training.

Coillte is in a relatively 'green field' situation as regards permeating its training provision with equality actions. It has not had the learning or developmental benefits a NOW project provides. Coillte, did however, submit projects to NOW for funding in 1992. When the new criteria for NOW in the 1994-1999 period are agreed, Coillte would be well advised to consider developing another project application. This would require close examination of appropriate actions, which if implemented even in a small way, would open a space for further intervention.

Issues Arising

- Coillte should develop project applications which address women's training provision for funding under NOW.
- Coillte should expand its equal opportunities policy to include addressing ESF funded training provision for women.
- Coillte should conduct research into the willingness of contractors to sponsor female applicants and establish a register of interested companies.
- Coillte should apply apposite equal opportunities learning experiences by Scandinavian countries to forestry training provision for women in Ireland.
- Large scale efforts to increase women's profile in forestry training should not commence in advance of interventions on the employer side. (See general recommendations).

DEPARTMENT OF EDUCATION

The Department of Education is responsible for the administration of public education, in the primary, post primary and special education spheres. The Department is also responsible for channelling State and ESF finance through the university and college sectors.

Obstacles to Women's Increasing Participation in Non-Traditional Education

The greatest obstacles to young women's participation in non-traditional areas of education training and the labour market are attitudinal, according to the Department of Education, which has carried out extensive research in this area. Teachers generally have positive attitudes towards equality, with the active support of their unions. The attitudes of some individual staff, however, can be more problematic than those of girls' parents, for example, in regard to the promotion and practice of equal opportunities in schools and particularly non-traditional education. Parents are very practical, according to the Department, as regards their children's education. In times of severe unemployment actions which improve their daughters' chances of employment, generally over-ride traditional gender considerations.

The Department of Education is strongly of the view that gender equality issues need to be tackled during the compulsory education cycle, mirroring the views of State agencies that the 'gendered' choices made and attitudes assumed during the early life cycle have a disproportionate effect on later training and occupational possibilities.

The Department of Education has an active equality committee chaired by an Assistant Secretary, whose membership comprises administrative and professional staff from all levels of the Department's organisational system. Equality issues thus feed into general policy making at different levels of the education system. Committee based equality actions focus on such areas as administration, employment, management, curricula, teaching materials, in-service and pre-service training, inspection, research and pilot projects to encourage non-traditional subject choice particularly in the primary and secondary schools system.

Actions That Need To Be/Are Being Taken

It is Department of Education policy that all new schools, in a green field situation are co-educational. This should ensure that educational facilities are progressively made more equally available to both sexes in the future. In light of recent research findings that girls fare better academically in single sex schools, the Department of Education is commissioning research to determine the nature and extent of interventions necessary to ensure optimum benefit to both sexes from the system.

On the basis of research done in North American and European countries it seems that co-education per se is not the issue, but differential pedagogical styles which favour boys more than girls. This research (OECD 1986) concluded that boys are the focus of teachers' attention in co-educational situations. This is because teachers' own tendencies are triggered by or reinforced by features of the pupils' behaviour, which when investigated demonstrated that boys ask more questions, initiate more teacher pupil contacts and so forth.

EU-TENET funded Department of Education research confirmed these findings in the Irish primary level setting. It showed that Irish teachers also asked more questions of boys than girls and were largely unaware of this tendency. Action research was initiated to develop appropriate strategies to raise awareness of teachers on the issue. These include the preparation of guidelines for teachers on the promotion of equal opportunities, the examination of curricula, resources and classroom practices and the development of an in-service course on the issue, to be made available to the Directors of all primary in-service courses organised by the Department of Education.

In-Service Training

The Department of Education disseminated these findings to practising teachers at in-service training seminars and to student teachers in training. All in-service programmes at the primary level now include an equality module. At post-primary level all courses approved by the Department are required to promote the subject of gender equity in view of the importance of this topic in the educational system. Specific seminars and courses are also organised in this area. In-service training is the primary focus of the Department's actions to challenge and counter sex-stereotyping in schools, but a range of measures are also initiated in other areas as have been itemised on page 44.

At post-primary level a FUTURES project has been developed to encourage schools to adopt non-traditional subject choices. This was accompanied by nine regional in-service seminars attracting more than 200 schools. Subsequently, a number of in-service programmes on a range of equality issues were organised jointly by the Department and the Association of Secondary Teachers in Ireland. An issue of concern that emerged from these joint programmes was that single sex schools do not seem to realise that this is an issue for them. Only 18% of the boys schools participated in the equal opportunities modules, the majority represented by women teaching in these schools. Male teachers, it seems, are a more difficult or reluctant target audience for these modules. According to the Department of Education, 75-80% of uptake is by female teachers. Furthermore, of the male participants who do enrol for such training, the majority are from co-educational schools. This trend emerged from the evaluation of the joint Department/ASTI in-service seminars at post-primary level.

This experience may in part be coloured by a perception that it is girls primarily who are disadvantaged on entry to the labour market by their experiences within the system in terms of occupational choices, and career and earnings patterns.

The Department recognises the critical importance of involving male teachers in equality training, and efforts are made to encourage greater participation of males in in-service training addressing this area. As a matter of policy, such attendance is not made mandatory. The Department considers that effective attitudinal change can only be achieved by motivation and encouragement strategies, and that compulsion would be counter-productive.

At primary level, a Working Party has reported on the Elimination of Sexism and Sex stereotyping in Textbooks and Teaching Materials, and its recommendations will be implemented during 1994. At post-primary level a similar working party has been established and will report this year. Under the Rules for National Schools only textbooks from a list approved by the Department may be used by national school teachers. Accordingly, through guidelines for educational publishers, a checklist for evaluating sexism and sex stereotyping, and careful scrutiny in the approval process, procedures for the avoidance of stereotyping have been put in place for all new textbooks, and arrangements for the replacement of existing offending materials or passages are being progressively implemented.

At post-primary level, the prescription of textbooks to an approved list does not apply. The Minister has, however, met with and issued guidelines to educational publishers on the elimination of sexism and sex stereotyping in school texts.

The promotion of gender equity, both in terms of gender balance and the visibility of women in curricula (e.g. the need to textualise women's contribution to history, literature and so forth so that future generations of school children are not exposed to a principally male version of the world) is an area of concern for the National Council for Curriculum and Assessment. This area is taken on board in the design and review of syllabi and in discussions with educational publishers in regard to school texts.

Policy Statements

The National Council for Curriculum and Assessment (NCCA), established by the Minister for Education in 1987, is now during its second term (1991-1994) explicitly concerned with gender equity as a matter of policy. The NCCA has published a number of position papers which make important recommendations including the following:

- All students should have equal access to a full range of subjects;
- a science or technology subject should be mandatory for all students;
- the Leaving Certificate Vocational Programme should be revised to remove biases against girls and girls' schools.

The Green Paper's (1992) proposals on gender equity echo some of these concerns and in addition proposes that:

- All education establishments must develop an active gender equity policy, and report its progress.
- Boards of Management and selection committees must aim for balanced membership.
- The Department of Education will bring about greater participation by women in management in all levels of the Department, including greater participation by women in the Inspectorate.

The last recommendation is of interest in that the imperative used suggests that there is an implicit recognition that such change requires positive or remedial action. If this is the case, the Department will be developing a paradigm capable of initiating actions that will have positive consequences for women beyond the boundaries of that Department alone.

O'Ceallaigh, in reviewing both the Green Paper and NCCA proposals highlighted the different subject choices of boys and girls at senior cycle, a problem which the NCCA is currently examining with a view to developing appropriate curricular interventions. He further stated that all schools should undertake a comprehensive review of its own ethos, policy, image curriculum, classroom organisation, teaching methodologies and role models.

Intervention Projects

With regard to subject choice at second level, the Department and the EU are funding the Girls into Technology Futures project, which has the aim of extending subject choice provision during junior cycle. This project involves developing special teaching packs and 'women friendly' teaching methodologies which were disseminated initially at a European conference and subsequently at a series of regional seminars throughout Ireland. A network of trained teachers has been established, and they are available to provide training to their peers on request.

The other major second cycle intervention project is aimed at increasing the numbers of girls studying physics and chemistry. This project commenced in 1985. It was aimed at single sex girls' schools that did not offer these subjects at higher level. The Department seconded an expert teacher to set up the subjects in schools with the teacher who was to eventually take over, sitting in. Great attention was paid to teaching methodology so that the pedagogical approach taken and material used was gender referenced. Since then, the numbers of girls taking physics at senior cycle level has moved from 4% to 9%. There is now a generation of young women who have been through the new physics and chemistry system, an increased number of whom have continued on to study physical science related subjects at third level. In addition, this intervention has led to over 30 further schools being added to those providing these subjects. The Department expects that this growth will continue.

In the third level sector, the Higher Education Authority, with the co-operation of University College Cork, is funding the post of Organiser for the National Forum on Equality of Opportunity at Third Level. The tasks of the postholder include the establishment of a national network for the sharing of information and ideas on equality related issues, and the development of a database in this area.

The Department has also been involved in developing two NOW projects with the Dublin Institute of Technology and Cork Regional Technical College. The former involves the provision of sample technology modules to transition year girls and the latter involves the development of pre-training technology and non-traditional programmes for women returners and young women generally.

The Work Research Centre's evaluation of the Vocational Training Opportunities Scheme (VTOS) measure highlighted the fact that women's participation rate is in line with their labour force participation rates. However, whether this is an appropriate reference point is open to debate. Women are still under-represented in the labour force statistics despite the disbandment of a number of inequitable practices. In addition, there are great differences in labour force participation rates for different age and marital status cohorts by gender. Hence, caution needs to be applied in referencing uptake on ESF co-financed training activities to aggregate labour force statistics.

The VTOS Programme has been amended to make lone parents (mainly women) and those in receipt of disability payments eligible for up to 10% of places. The lack of creche facilities on the programme has been identified in evaluation reports as a barrier to women's participation. The Department of Education is examining how childcare facilities can best be addressed. This would improve or make tangible lone parents uptake under this measure and particularly those for whom social exclusion is a risk. The deliberate expansion of this scheme to single parents is justified and commendable in that they represent one clearly identifiable group for whom the live register requirement presents obstacles.

Much of what has been described above falls outside the net of ESF provision. The compulsory and particularly the primary educational cycle is the Department's priority in terms of developing and instituting good equality practice. Interventions therein are of critical importance in both contextualising equality issues at all levels of the education system and in terms of setting the scene for what improvements are likely to occur at post compulsory entry points.

Much of the Department's research and intervention programme comprising a range of equality measures is (and appropriately so) a 'bottom up' design, in that the greatest concentration of pedagogical equality measures and activity take place in the primary and secondary educational systems. Much could also be done if these models and research strands were progressively developed, modified and continued through to third level training and education provision. While the NOW initiative represents some bridging activity, this could be further facilitated if some of the learning, pedagogical tools and styles applied during the compulsory phase were explored as prototypes from which similar strategies could be devised for ESF co-financed non-traditional training areas.

The Department is of the view that what has been done is complemented by in-service actions taken to influence key decision makers or the management of training and educational institutions. These interventions together with procedures for the selection of staff, administration practices and formal mechanisms to ensure women's participation on Boards of Management, for example, constitute actions which allow the robust integration of equality issues into organisational systems. It is recognised that it is Department policy to make attendance at in-service training seminars optional. That said, alternative methods of encouraging better male participation rates might well be further explored with the management staff of ESF funded educational and training institutions in cases where male staff attendees are under-represented as a percentage of total males in the teaching workforce. This is particularly important in the third level sector in that the majority of staff and ESF deliverers in particular, are male. The Department of Education is convinced both of the need to raise awareness and of the efficacy of in-service training as a model capable of producing behaviour change. This makes pertinent any additional efforts that can be made to boost participation rates of male educators and trainers further.

Issues Arising

- The Department of Education should explore the development of pedagogical tools and in-service equality training modules for third level ESF co-financed training provision in non-traditional areas.
- The involvement and co-operation of senior management (in third level ESF funded training and educational establishments) in devising and implementing appropriate equality strategies should be made a priority.
- The amendment of the VTOS programme with regard to lone parents is welcome and would be considerably strengthened by a commitment to provide ancillary childcare services.

FÁS

FÁS is the national training and employment authority. Its functions include the operation of training and employment programmes, advisory services to industry and support for community based enterprises. FÁS gives priority to those in the labour market who are experiencing difficulty, including the long term unemployed and early school leavers. FÁS also operates a Positive Action Programme for women.

Perceived Obstacles to Women's Increasing Participation in Non-Traditional Areas of Education, Training and the Workforce

FÁS identified the educational system as a considerable site of influence. It pointed out that the educational system historically and to some extent currently provides little encouragement to young women to study mathematics, physics, technical drawing, woodwork and other similar areas, for example, and in addition, frequently does not provide facilities for technical and physical science subjects to be taught in single sex girls' schools.

Women's lack of practical experience in using tools, lack of knowledge of the basics of electronics systems and so forth was also said to conspire against their representative inclusion in more vocationally based activities. FÁS noted the effect that young women's own expectations, together with those of parents, career guidance teacher's and so forth, as to what a suitable career path for them should be, have on career aspirations.

The recruitment selection criteria in electronics and apprenticeship areas are infrequently fulfilled by young women for reasons described above. However, it is also the case that women who do fulfil the entry criteria do not put themselves forward for selection.

These issues are compounded by the reluctance of employers to employ young women because of the perception that: they are less productive; more likely to leave; and that they (employers) might have sexual harassment situations to contend with. That reluctance is exemplified by the lack of facilities for women in traditionally male forms of employment like the construction industry.

Women themselves, were thought by FÁS, to play a collaborative role in their situation as regards entering non-traditional fields, because of their perception that traditionally male forms of employment are asocial. In addition, women's reluctance to put themselves forward for promotion was thought to be a contributory factor regarding their low level of representation at this level in the workforce. This was said to have been further exacerbated in the public service sector by the embargo on promotion.

FÁS, like most of the State agencies, singled out the role of employers as pivotal, apropos efforts made to actively challenge previous trends and attitudes. The difficulties with trying to intervene here are obvious. Employers are market or demand driven when it comes to selecting employees to advance, upgrade, or specialise their skills/knowledge base; that market, for historical, cultural, social and economic reasons is currently more amenable, accessible and favourable to selection of and subsequent promotion of men.

Actions that need to be/are being taken to adjust bias that exists

FÁS sets numerical targets in non-traditional and growth areas of new technology sectors of training. It views as important the examination (through the training centre network) of some courses with low female representation. Following examination, actions such as numerical targeting, media activities, schools visits and so forth, are planned locally, in negotiation with head office, so that measures can be taken to counter those trends. FÁS said that this type of exercise was initially difficult to instigate. They encountered some resistance from training staff. They now underline the importance of taking a phased approach to the implementation of positive action type programmes.

FÁS further believes that care should be taken in setting targets so that, on the one hand, targets are challenging previous trends, and on the other hand, not so demanding that failure to achieve them would be inevitable. Such a consequence could de-motivate staff involved in actions to promote both the system and its achievement.

Numerical Targets

A comparison of the 1992 targeted figures and actual figures achieved with 1993 target figures, as published in FÁS' Positive Action Programme, reveals that a number of the 1993 targets set appear not to reflect the success of the previous year's achievement. Targets for 1993 for a number of courses are lower than the actual outturn achieved in 1992. FÁS' reasons for this are that: the targets specified are minimum targets; the actual figures recorded are throughputs and include some persons in training carried over from the previous year, so that for any one year the actual figures recorded, are somewhat inflated. In addition FÁS is tied to a system of placement achievement (60-65%) and if that is not achieved courses might be discontinued. FÁS maintained that this might also apply to targets set for women's inclusion on certain courses.

FÁS recognises the importance of the availability of female instructors in non-traditional areas and is concerned that more women are not available as instructors. The schools advisory and guidance services have a crucial role to play in promoting more representative occupational possibilities to young women. FÁS has had extensive contact with these groups in pursuance of this aim.

FÁS views as important the production of guidelines for best practice on equal opportunities together with running staff and management workshops on same. As a matter of course all FÁS staff induction programmes include a module on equal opportunities. Equal opportunities training is also provided to external training staff. FÁS is also planning to run equal opportunities modules for young adults commencing training.

The opportunity to pilot approaches to training or childcare provision was availed of under the NOW programme and FÁS has an innovative childcare model project underway under this initiative.

A number of other initiatives comprise FÁS' Positive Action Programme. These include directing young women's choices towards new technology forms of occupational training, the production of promotional materials, all of which will include an equality statement, and activities built on co-operative relations between FÁS, the Irish Congress of Trade Unions and the Construction Industry Federation. These include the production of a Women into Construction video which has been broadcast on national media.

Management/Higher Skills Training

The number of women availing of management training or higher skills training under the Industrial Restructuring Programme is low generally and also under the ESF co-financed Training Support Scheme aspect. In 1992, 70% of uptake under this measure was male. Employers nominate participants for training and FÁS has little influence over this process. FÁS believes that the Department of Enterprise and Employment could assist by making a stronger statement of support to women's increasing participation in further industrial training. Companies should be requested to present accurate statistics on gender representation in ESF funded training. The emphasis by the European Commission on gauging the impact of training measures during the next CSF means that this will occur. FÁS thought that a quota system would be an inappropriate approach to take, firstly because of the danger of tokenism and secondly because this form of training is much more market/employer driven. Generally for FÁS this is a difficult measure to manage because of companies' reluctance to train staff in non-firm specific areas for fear of their being poached by rival firms. In addition, companies often do not perceive themselves as lacking skills and often see the level of training being proposed as overly challenging. These factors together, they said, account for the lack of interventions arising from concern about women's representation.

Women Only Training

FÁS has a formal policy of not providing women only training unless a demonstrated need arises. Some women only training courses occurred by default (being in the main traditionally popular forms of training for women) rather than as a result of planning. FÁS has also run some women only courses, targeting specific needs, as is the case under the pre-apprenticeship training programme, for example. FÁS believes that mainstream provision of women's training generally, is a more effective and meaningful route, given that women training in non-traditional areas will be in the minority in subsequent work situations, in the immediate future. Concern was expressed that women only training, other than in the case of specific pre-training purposes, could marginalise women further. The dangers implicit in providing what might be perceived as a two tier system are obvious. In addition, FÁS predicted that female uptake on such courses might be very low. However, it is in favour of and sees the value of women only short-term taster or skills sampling or the above mentioned pre-apprenticeship training courses, which can act as a springboard into mainstream training.

FÁS is also of the view that in the short to medium term, efforts made to encourage young women into new technology and growth areas of employment are more likely to achieve significant payoffs than efforts to penetrate male dominated or almost exclusively male forms of employment, with all the attendant cultural, social, and experiential obstacles, complicating any well intentioned interventionist approach.

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Apprentice Training

An apprenticeship bursary scheme has been set up for employers or on the job trainers of young women for the first eighteen months of their apprenticeship training programme. This bursary scheme has been operated for some time but it has not made a significant difference to countering employer's reluctance to sponsor young women. This may change, it is hoped, because the scheme is being given more publicity under the new standards based system, and increasing interest amongst employers is evident, given that the new bursary is open to all employers of young women. While the additional monies represent an incentive, FÁS feels that money per se is not the problem.

Under the old apprenticeship training programme, both employers, and (to a much lesser extent) FÁS, had responsibility for sponsoring apprentices. The new standards based apprenticeship system requires all apprentices to have an employer as sponsor. FÁS' discretion under the old system allowed it the leverage to make a positive intervention in the sponsorship of female apprentices. Employers reluctance to select female apprentices could thus be subverted to some extent by FÁS' policy of positively sponsoring any female who came forward over males, all other matters being equal. In practice, then, most female apprentice selection occurred through the FÁS sponsorship strand, a facility that no longer exists under the new system. FÁS is very concerned that the mechanism that allowed it force some equality in this regard, will no longer be feasible under the new system. While the bursary system goes some way to attract employer's interest, it feels that it will not compensate for or overcome the considerable difficulties that exist in relation to the male preferences and male centred practices of employers in this area. FÁS is continuing to keep a register of interested female apprentice applicants and will actively promote their recruitment by employers. It is also increasing its preparatory training provision for prospective female apprentices.

The experience of women in areas of non-traditional employment, and the range of problems and challenges that they face, is an area that requires research. FÁS plans to track and monitor young women who proceed on to employment in these areas so that further interventions can be designed on the basis of such inquiry.

Employment Schemes

The new Community Employment Programme (CEP) has on a pilot basis achieved better gender representation (37%) than was the case with the Social Employment Scheme (SES). It was hoped by FÁS that there would be no age restrictions on the CEP when it became formally operational, as this allows greater access by women. It was also hoped that the CEP would be open to all socially marginalised persons and those threatened with social exclusion, subject to Government policy. It has since transpired that there are no age restrictions to participation in the programme and in addition, single parents are eligible following one year of allowance payments, as are persons in receipt of a disability allowance.

Many of the commentators on the low rates of female participation in the SES scheme, argued that the requirement that participants be over the age of twenty five and signing on the live register, indirectly excluded significant numbers of women from the scheme, for the same reasons that older women generally are under-represented in the labour force statistics.

General

FÁS is committed to the implementation of an accreditation system which validates prior learning or work experience, not aligned with traditional certification procedures. This will obviously have benefits for women returners, in that skills gained while they were engaged in home duties, for example, will in future be formally recognised, accredited, and hence integrated with training and employment requirements. In time the system aspired to, in tandem with national developments regarding certification practices, should upgrade training levels generally. These developments, leaving aside the complexities of implementation, should also eventually provide a clearer more integrated training experience, with better prospects for progression and advancement into the higher and advanced skills areas at technical colleges and universities, for all incoming trainees. This would contextualise and thus increase the relevance of FÁS' training for both women and men, in the wider educational - vocational - employment arena.

FÁS is also involved in a number of measure based training activities for women (which are included in the Positive Action Programme). These include the Local Training Initiatives training measure, the uptake of which by women is approximately 75%. Women returners are also provided for under Alternance/Return to Work scheme, which is planned to continue over the next round of funds under the Re-Integration Training Measure, following a detailed examination of its content and relevance, and improvements made on the basis of same. These will be discussed further in the grouped measures section.

Discussion

The FÁS approach to equality issues in training has been endorsed by the Second Commission on the Status of Women. To an extent FÁS is pioneering positive action approaches in the Irish training arena. It is hoped in the context of this evaluation that these actions are expanded and continued over the next round of ESF co-financed activity.

The policy of setting minimum targets might well be examined and reviewed. Now that the Positive Action Programme has been in operation for three years, more ambitious targets could well be set particularly since in some instances the targets appear to be well achieved even taking into account the inflationary concerns mentioned.

The apprehensions raised about the new recruitment practices proposed for the standards based apprenticeship system are worthy of note and further examination. This matter will be explored more thoroughly in the context of the future Programme Evaluation Unit's evaluation of apprenticeship training. There is an argument that FÁS should retain some discretion as regards sponsoring female apprentices, in the short term. This, however, raises the issue of developing a two tier system, which might further disadvantage women on completion of their training and subsequent attempts to progress into employment, with the same obstacle of employer reluctance unchallenged. Alternately, consideration needs to be given to interventions made on the employer side for all apprenticeship measures. This will be discussed further under the grouped apprenticeship measures.

Issues Arising

- FÁS should review its policy of setting very low numerical targets for women's participation on non-traditional training.
- FÁS should maintain its bursary scheme for female apprentices.
- FÁS should examine alternatives to increasing women's uptake of apprenticeship places and progression into employment (see general recommendations).

- Post training support measures for women in non-traditional forms of employment should be reviewed and if necessary, expanded.
- FÁS should continue its work in the development of accreditation procedures for prior learning.

IDA, SFADCO and ÚDARÁS NA GAELTACHTA

The IDA was the Industrial Development Authority which from 1994 onwards will comprise three bodies: Forfás, Forbairt and IDA (Ireland) responsible for the co-ordination of industrial policy, the development of indigenous industry and the development of overseas industry in Ireland, respectively. SFADCo is the regional development agency for the Shannon region and Údarás is the agency responsible for supporting the development of job creating industries and services in the Gaeltacht region. The IDA, SFADCo and Údarás administer ESF co-financed recruitment incentives and training grants. The IDA and SFADCo also administer management development grants.

These three agencies are discussed together because the issues are similar in that all are involved in the provision of grant aid to companies and are not directly involved in the selection or recruitment of staff or employers regarding the activities described below (Údarás, however, has a policy of working more closely with companies).

Recruitment Incentives

The IDA, SFADCo and Údarás provide recruitment incentives for new small start up projects or expansions of existing enterprises. Recruitment grants cover an increasingly wide spectrum of industry, in terms of size, sector and ownership.

Training Grants

Training grants are directed specifically at skill needs arising from the location of overseas investors in Ireland. A wide range of new companies are in receipt of training grants. Financial support is provided to these companies to carry out approved training courses which are developed in conjunction with FÁS.

Management Development Grants

Both IDA and SFADCo operate two levels of support, one for small businesses the other for medium sized firms. The SFADCo intervention is extremely small involving 43 people in 1992. The IDA administered measure is also relatively small, involving 292 people in the same period. For small industry, the agencies concentrate on upgrading management skills. These courses are operated in conjunction with FÁS, who supervise the training provided. The Údarás management development scheme forms part of its training grant allocation.

Gender Balance: Trends and Obstacles

The male/female breakdown across these measures in 1992 shows fairly equitable uptake for the training grant (56% male : 44% female) and recruitment grant activities (53% male : 47% female) and more extreme differences as might be predicted under the management development grant division. The IDA administered management grant uptake was 89% male : 11% female, and SFADCo's was 81% male : 19% female.

Historically, women have not been well represented in the manufacturing industries. As the IDA pointed out, society's notion as to what constituted suitable occupational areas for women tended not to include producing materials and goods other than perhaps textiles. Thus, paths of progression for women from operative/technical level through supervisory ranks into management would not have existed in the same way as would have been the case for men.

Graduate recruitment represents the main alternative route into management. Again, historically and to a lesser but still considerable extent currently, female business, engineering and humanities graduates have tended to opt for public and private service industries over manufacturing industries by comparison with their male peers. The sectoral profile of industry in Ireland is changing, however, and particularly so in areas represented by multi-national companies locating in Ireland. According to the IDA the skills required by many growth industries in internationally traded services and manufacturing, are at a very high level and the jobs that have been and are being created have a very high skills content.

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The IDA is unsure that targeting schools and women's participation in industry generally is part of their role. That activity is already carried out by FÁS and it does not have any desire to overlap with FÁS' brief. It did have interactions with the Higher Education Authority (HEA) in identifying sectors within which there would be demands for graduates. If the IDA (and indeed all the agencies under discussion) were willing to further co-operate with the HEA, the imminent post of Organiser for the National Forum on Equality of Opportunity at Third Level, might represent a suitable forum for discussion and collaboration. The position is being created in order that a national network and database for the sharing of information and expertise on equality related issues, is established.

As regards women's participation in management training and beyond into the occupational sphere, the IDA and SFADCo are both constrained by the more urgent need identified in the Culliton report, and other publications, to persuade Irish businesses to upgrade their management skills.

All of these agencies stressed the fact that they have no control over the personnel selected for training. In addition, SFADCo pointed out that the majority of companies targeted are in sectors which have significantly low female participation rates.

The primary aim of these grants is to improve company performance and competitiveness. The IDA feels that putting conditions on who is selected for training might increase company reluctance to utilise the assistance available to them. It recognises, however, that the imbalance merits action, along the lines of an incentive. They do not have the funding available to institute such action but feel that in the longer term Forbairt's role might include an engagement in such issues. The decision to institute an incentive targeted at more favourable gender balance, would ultimately be a matter for the Department of Enterprise and Employment, however.

SFADCo is more circumspect about the effect of active promotion of women's participation on grant uptake. It thinks that the inclusion of an equal opportunities statement on the grant agreement form might register with some companies. This suggestion, while a small action, could well be instituted by all of these agencies. It feels that requesting companies to provide information on post-training outcomes, i.e., gender of those trained by job title over time, would be onerous especially as most of these companies are small (2-20 person) operations.

The extent to which the male - female ratio on training grant, management grant and recruitment activities is representative, is at present impossible to monitor in any accurate or meaningful way. In the future, consideration should be given to closer monitoring of gender issues on these interventions. Monitoring and evaluation requirements should mean that agencies can provide information on the sectoral status of the company, the male - female breakdown of the companies workforce in addition to the numbers of males and females availing of grant aided expenditure. Information should also be available on the 'position in company' (job title) by gender. Companies should be made aware that this information is being monitored for equality audit purposes.

The extent to which these training mechanisms can be effected to promote more inclusive participation of women is also limited by the strategies developed for delivery. For SFADCo, virtually all training grant allocation is utilised to provide in-company, on the job training, organised in co-operation with and validated by FÁS. The IDA has a similar relationship with FÁS. The training grants the IDA administers are used to provide more off the job training than has been the case for the SFADCo beneficiaries, but on the job training is still more prominent than off the job training.

For both agencies, and particularly for IDA beneficiaries, management training grants provide more off the job training activity than training grants. However, it is not possible to gauge from the aggregate measures, what proportion of that activity is accounted for by management consultancy services and overseas company placements.

While it is not appropriate in this report to argue the merits of on versus off the job training, if the vast majority of training activity occurs in situ there is obviously little room for vertical or horizontal integration of female employees. To make the point more clearly, if employees are being trained to improve their skills or knowledge base as managers say or technicians, the scope for targeting women who are not already part of that employee pool is severely restricted.

FÁS, however, might have some leverage with employers in its role as advisor, and training accrediter for the IDA and SFADCo. Given its commitment to and experience of running a positive action programme, it could interface with companies and ask relevant questions ascertaining whether there are women in the company who would benefit from management training and so forth. It would also be in a good position to develop further activities. It is recognised that such involvement, would have to be negotiated and detailed further with the agencies and similarly, with FÁS. Great care should be taken not to disrupt the well defined and good working relationship between FÁS and the other agencies that already exists.

Údarás splits its training grant allocation between a management development scheme, in-company training and an apprenticeship development scheme. Unusually, the male/female uptake of the management development scheme is equitable at circa 50% over the three years. Údarás has slightly more flexibility than the other two agencies as regards the sectors within which companies are selected for grant allocation. Of more importance, however, in relation to the gender ratio is the fact that the Údarás beneficiaries of management training are typically young (and hence more likely to be female) graduates. This would not be the case for the other two agencies in that company sponsored management training is aimed at owner/senior and middle managers. In addition, some of that activity relates to the employment of management consultants.

The apprenticeship training contained under Údarás training grants reflects the poor gender breakdown of apprenticeship training generally, at less than one percent. Apprenticeship training and gender issues therein will be discussed more thoroughly in the grouped measures section of the report (Chapter 3).

Údarás, in discussing gender performance across apprenticeship training generally, made the novel suggestion that the tendency for apprenticeship training to occur inter-generationally could provide an opportune strand through which women could be more effectively targeted. Údarás noted that most of the young women who completed their apprenticeship training programme were daughters of craftsmen. There might thus be scope for the development of a national apprenticeship recruitment strategy (alongside other existing and future positive actions). This would entail accessing and promoting apprenticeship training to this group through the Crafts Unions with the co-operation of the Construction Industry Federation, perhaps, until a critical mass was reached.

Recording and Monitoring Issues

For these three agencies, there can be delays in the process of companies submitting receipts. As ESF co-financed expenditure represents a relatively small proportion of their total training expenditure, the agencies are often forced to submit the first ones they receive (the ESF Programme Evaluation Unit's report on recording systems addresses this issue in more detail). It is important to recognise that these submissions do not necessarily reflect the overall picture of training activity.

According to the IDA, the recruitment grant and training grant activities are more representative of all forms of support than the management grant activity.

In the case of SFADCo, ESF co-financed expenditure represented just 20% of total [illegible]

If the emphasis is to be put on maintaining gender balance with the concurrent aim of increasing women's uptake of grant aid, it is important to ensure that agencies do not select company claims with more favourable gender ratios in order to fulfil an ESF requirement.

The most effective means of avoiding such a situation developing requires that [illegible] training [illegible] ESF [illegible] of it co-financed.

It is recognised that the impact of interventions designed to increase companies' willingness and activity to improve female representation would be fairly limited unless parallel action were taken in relation to Exchequer finance. The extent of and nature of gender based interventions made would need to be sensitively examined, negotiated and applied given the reservations of the agencies.

In the short term, however, there are a number of relatively painless actions that could be taken. These include the presentation in progress reports of the gender referenced information itemised above, and the development of a more active equality promotion strategy between the agencies and grant recipients. The dual combination of financial leverage and experience of instituting equality based actions, as represented by FÁS and the agencies respectively, should produce an imaginative response to progressively trying to improve this situation.

Issues Arising

- All three agencies should make the development of an active equality promotion strategy within grant aided companies a priority.

- All three agencies should make available information detailing gender ratios for total financed activity, including information on the gender ratios in companies receiving grant aid.

NATIONAL REHABILITATION BOARD

The National Rehabilitation Board (NRB) is the State agency which, following consultation with people with disabilities, identifies and reflects on their needs, the policies and services required to meet them and develops, coordinates and delivers training and other specialist services. In addition, the NRB promotes recognition of rights and equality of opportunity for people with disabilities. In [illegible] the Operational Programme for People with Disabilities co-funded the vocational training of [illegible] people with disabilities. Training was provided by [illegible] agencies in [illegible] training centres throughout the country.

The NRB has recently moved from a policy position in which resources were deployed to provide services primarily on an individual basis, to a [illegible] position which emphasises the provision of a wider range of services on a more localised basis. Unemployment amongst people with disabilities is a serious problem ([illegible] of the disabled population in Ireland is unemployed).

Following the report of a working party on approaches to ameliorating this situation, a position paper was adopted recommending three policy options, namely:

- A quota system in the public and private sectors;
- a policy of positive discrimination in the form of financial support measures for those job-seekers who would benefit from such intervention; and
- a funding mechanism in the form of a Rehabilitation Training and Employment Levy.

Of interest, in the context of positive action policies which advocate bursaries for employers of female apprentices, is the fact that NRB's increased promotion of Employment Support Grants led to a 23% increase in employment of people with disabilities.

Obstacles Identified to Women's Participation

The primary aim of the NRB is thus to counter the formidable unemployment trend described above, by providing and supporting training programmes for people with disabilities.

Training for people with disabilities has a number of supplementary functions which may not be as salient for the able bodied population. The development of social relationships, personal independence and so forth may be as important as the cumulative process of skills and educational gains.

While discrimination is not tolerated within the disability training network, gender mainstreaming is not a priority. The most pressing problem in organising training provision generally, providing and funding quality mechanisms which address physical access, transport and the widespread reluctance of employers to engage and subsequently provide appropriate employment routes for people with disabilities, are paramount.

In actual terms disability training is fairly equally spread between the sexes. There are no great differences in training uptake. While the overall picture is acceptable, the NRB is aware that beneath the aggregate figures, the detailed pattern of training uptake reflects fairly traditional gender divides. To some extent this is less marked in some areas than might be the case for the able bodied population. Training choices are informed by the nature of the disability and hence gender influences can have less salience than might otherwise be the case in decisions made.

That said, the NRB made the point that male trainees can have more serious difficulties in securing employment than females. This is because the sectors which traditionally provided relatively large numbers of jobs for men, like construction, manufacturing and so forth, are untenable for many people with disabilities. Female trainees are slightly more advantaged in that their training choices are broadly amenable to employment in the growing services sector.

The NRB has a part-time equality officer whose function is formally recognised and whose work feeds into Board policy. Women working in the NRB are fairly well represented at all levels of the organisational hierarchy including senior management. There is no formal policy informing attempts to adjust gender bias in training uptake or representative participation across sectors.

The NRB has neither the staff nor the resources to pursue an active gender equality policy at present. Of more immediate relevance is their need to improve training standards and provision for both men and women with disabilities. In the context of the multiple social and occupational inequities encountered by people with disabilities, the primary challenge (and of necessity) for the NRB and its subagencies, is to implement strategies that address equal opportunities in the [illegible]. While gender issues are of importance, the circumstances which frame their work make the reality of that concern a relative luxury.

TEAGASC

Teagasc is the national body providing advisory, research and training services to the agriculture and food industry. The main thrust of Teagasc's training activity is [illegible] farmers and young people considering a career in agriculture and the food industry.

Obstacles to Women's Increasing Participation in Agriculture Training

Teagasc is aware that the uptake of training places by young women is low across their range of training provision (see Appendix 2 Table 1) and extremely low in the agricultural courses.

There are numerous traditional obstacles to women's involvement in agriculture training. Historically, farm ownership passed down the male line of the family. Women generally married into farming life and were never seen as equal partners or co-owners of farms. Farm ownership and keeping property intact has had an emotive social and political history in Ireland, sometimes translated into actions which have copperfastened inheritance structures, directly limiting women's involvement in training.

The emotive nature of inheritance issues can be gleaned from the fact, that the farming community en bloc voted against introducing divorce in the last referendum, principally because of the effect divorce would have on property ownership and traditional inheritance patterns.

The Certificate in Farming (CIF) course is referred to frequently as the 'farm inheritors course', language which evokes the reality of its training beneficiaries' situation. The farm 'inheritors' course or CIF is, however open to more than one member of a family.

The farm advisory service, which obviously has a large influence on farmers' decisions on training, is an almost exclusively male body which interfaces with some 130,000 farmers, most of whom are also male. Farming advisors also advise on crucial aspects of farm inheritance structure and as no policy exists on including female family members, there is little scope for the status quo to be challenged. The Irish Farmers Association is, likewise, male dominated and male oriented in its membership and influence.

A parallel structure (Farm Home Advisors) was set up for farmers' wives in the pre-Teagasc days. This service was seen as largely irrelevant by the Government of the day and was disbanded. Many of these women were retrained and in 1986, 105 female Agricultural Officers employed by ACOT won an entitlement in the Labour Court to the same rate of pay as a male Agricultural Development Officer. Teagasc, on succeeding ACOT as employer, appealed this decision and in 1991 the High Court ruled that farm home advisors and poultry advisors were employed on like work as the comparator and hence entitled to the same rate of pay. This was a landmark case in that the differential value ascribed to similar work performed by women was successfully challenged. This case has had an effect on internal attitudes to gender issues. The fact that this case needed to be taken and was subsequently challenged, suggests that Teagasc as an organisation was informed by fairly traditional attitudes to women's role in agricultural occupations.

In addition, Teagasc, like many public service organisations, still lives with the legacy of former practices such as the marriage ban for women, income tax treatment of married couples, and possibly attitudes that live on much longer than the disbandment of those practices. There are no females in management positions, but there are two female board members. Of the six administrative grades, grades one and two are 100% female, and grades five and six are 100% male. The financial problems in Teagasc since its inception have resulted in equality issues receiving little attention. While Teagasc has two part-time equality officers the positions are peripheral and the position holders do not feed into a policy making forum nor do they have a function with regard to training. The positions were established following a Government directive. Teagasc has also had numerous restructuring problems which has meant that gender issues have not been a major priority.

To return to training, traditionally agricultural colleges' training has not catered for women. While that situation has improved greatly in terms of basic facilities, there are still no accommodation wings for women in some agricultural colleges, the effect of which is to transmit a message of a two tier system, however unintentionally. Teagasc feels that funds should be available to rectify this situation, as it has important attitudinal, social and educational consequences for both sexes. This practice could be seen to be symbolic of women's invisibility in agriculture generally. The labour force statistics, by virtue of the way in which they are collected together with the restricted classification system used, grossly under-estimate the number of women in agriculture.

That said, there is some tradition, according to Teagasc, of rural women preferring to work off farms, thus the target training population may not be as large as might otherwise be indicated.

Actions That Need To Be Taken

More females need to be employed as agricultural advisors. In effect this would mean encouraging more women through the compulsory education system to study agricultural science. Two women who were employed as advisors encountered some initial resistance by farmers to consult with them. That changed however following a media promotion and, presumably, stereotype challenging experience.

Women need to be recruited then, as farm advisors and, perhaps more importantly in the short term, as trainers. This would require broadening the pool available at recruitment stage and the development of policy at a very senior level, endorsing actions like a preference for employing women for positions as they become available - all other things, such as abilities, qualifications and so forth, being equal.

More work needs to be done with farmers to increase their willingness to take on female apprentices. Teagasc operates a bursary scheme which provides £300 per annum to Master Farmers for taking on female apprentices from the CIF course. In reality, the small number of females coming through from the colleges has meant that this practice has not exceeded the payment of more than approximately three bursaries per year. This was said by the Farm Apprenticeship Board to make a difference to the minority group of farmers willing to take on female apprentices. It does not, however, nor realistically could it, tackle the substantial obstacles that exist in relation to inheritance patterns, traditional perceptions of women's role and so forth, which together produce the difficulties expressed by the gender differential in agricultural training.

Farming advisors and Teagasc education officers could also use their influence to positively promote the inclusion of more young women into the CIF course and subsequent apprenticeship net. Ultimately this would mean farm advisors in particular, discussing farm inheritance plans with farmers in a much more exploratory way than it is thought is usual practice. In addition, women's prospective role as joint or sole farm managers needs to be made much more explicit to farmers, educators, young women and young men. Women work on farms, as has already been mentioned, in much greater numbers than labour force statistics convey. Women hence have training requirements, the fulfilment of which would accrue benefits to the 'farmers of the future', be they male or female.

Programmes co-financed by the EU were said by Teagasc to have had the greatest impact on the organisation vis-a-vis equal opportunities issues. The main areas in which the organisation has attempted to pursue equality, in real terms, have consequently been in the training field. The European Social Fund and most particularly the NOW programme has had the effect of "pushing them in the right direction". It should be noted that one of the Teagasc NOW projects has been a great success to date, focusing on women in rural development and enterprise. The NOW strategy of providing strong technical and developmental support, together with the opportunity to pilot actions in a relatively 'safe' environment and integrate with other EU rural development programmes, has had an effect on the bias and moved thinking in Teagasc towards expanding and hopefully mainstreaming this action. An expansion into agri-tourism and rural enterprise training would, it is thought, attract more women into training and into areas where there are self-employment and good niche clustering opportunities. Teagasc may need further technical support, however, in the interim between this project being completed and scaled up into a mainstream form of training provision.

Teagasc has, it says, done everything possible that has had no financial consequences, to attract more women onto training courses. Articles have been commissioned and published by the national media focusing on training opportunities for women. It has reviewed the pictorial and written content of all its training literature and altered it to positively promote women's inclusion where necessary. It visits schools by invitation, but recognises that a more proactive schools visits programme would have to be instituted if single sex girls schools, in particular, are to be included.

If Teagasc was to seriously alter the status quo by way of comprehensive action a specified line budget would be required. It does not have the flexibility at present to engage in large scale remedial actions because of budgetary limitations. In the absence of strong gender policy guidelines, it seems that support from equal opportunity agencies and/or a newly created full-time position focusing on equal opportunities strategy for the agricultural sector, would be required. Such action would provide a framework to continue the developmental work necessary to bridge the gap between the operation of NOW projects and mainstreaming, as well as to develop policy for mainline training programme interventions.

Teagasc believes that there is a strong need to do some research into the reasons why women are not coming forward for mainline training so that interventions are grounded in demonstrated needs. One of the projects under NOW, for example, provided taster courses for women and application numbers were much lower than expected, delaying the start and threatening the occurrence of the project. For this reason, Teagasc feels that women only courses or taster programmes might not be a suitable route to follow in future, but the reasons for this need to be explored thoroughly and confirmed through objective research.

Teagasc also needs to develop a much more inclusive school visits policy. There is a clear need to work closely with careers advisors in schools so that clear mechanisms to encourage more women into agricultural studies at university and at agricultural colleges, are developed. The greatest challenge to equity in this sector may well be attitudinal. A good start could be made with farm advisors. Given their critical influence on inheritance and subsequent training patterns, they represent an obvious site for intervention. The training of trainers should be accorded higher priority than is currently the case. A line budget should be identified and utilised to encourage and hopefully institute equality training and practice in the delivery of this service.

Issues Arising

- More female trainers and farm advisors should be recruited.
- A line budget for the training of trainers and farm advisors in equality issues and practices should be specified.

- Teagasc should include a representative selection of all girls' schools in its promotional visits.
- Teagasc should campaign for the improvement of accommodation facilities for women in agricultural colleges.
- Teagasc should spearhead a movement to explore farm inheritance patterns and practices, initially through its farm advisory service.
- Teagasc should review its course provision apropos its relevance to rural women.
- Expansion of course provision into agri-tourism and rural enterprise should form part of its considerations. (See general recommendations).
- Should the NOW project, on evaluation, be considered suitable, it should be adapted for inclusion in mainstream provision.

Chapter 3

Analysis of Measures by Grouping

The discussions below are structured on the basis of grouped measures and submeasures. The five groupings employed (basic/foundation skills training; post-foundation skills training; continued training for the employed; enterprise support schemes and apprenticeship training) were delineated on the basis of broad similarities of purpose and design of the sub-measures, as described in the various operational programmes. The analyses below are not exhaustive. They are based on salient statistical and thematic trends, some of which echo and are referenced to agency discussions, research literature and previous evaluation reports.

Data Difficulties

It should be noted that there may be some distortion given the different counting practices of different agencies. In addition, between 1990 to 1992 information was recorded by level. This involved information from some of the agencies being converted from courses into measures and henceforth presented in final claims forms by level which may or may not have been related consistently to an incremental increase in training standard. The Specific Skills Training activity is a case in point. Specific Skills Training was recorded as level one training for the two 'measures for women' and for the long term unemployed. That distinction may have been based more on the category of persons described than the skill level of the training. Specific Skills Training was presented mainly as level two under the Industry and Services Operational Programme (OP), for example, and since the women extracted from non-traditional skills training courses into the Objective 3 and 4 'measures for women' were sourced from that OP it is unlikely that this description is accurate. The net effect of this practice is that this grouping contains women who might be better placed under the post foundation skills training heading.

Specific Skills Training contains activity ranging from level one through to level three but this distinction is not captured under the measure based system nor would it have been captured in the level based presentation to the Commission in the 1990-1992 period. The changes FÁS proposes for the next round re Specific Skills Training and elements of the Job Training Scheme being subsumed under Industry

Training for the Unemployed should improve the reliability, validity and comparability of data. Industry Training for the Unemployed will all be under Objective One, all contained under one Operational Programme and within one measure.

This should not be interpreted as indicating that the difficulties with data reliability and so forth are due to FÁS' recording system which is excellent for its purposes. The difficulties arise particularly in the case of Specific Skills Training because this is the only sub-measure which is spread across a number of different Operational Programmes, measures and levels. The difficulties emphasised are due to the incompatibility of information which is prepared primarily for financial (draw down) purposes involving aggregations which alter the reliability of physical indicators, consequently affecting the usefulness and meaningfulness of that same data for evaluation purposes.

FÁS is also reviewing the appropriateness of its course titles. Under the present system it is sometimes the case that there are several course titles for similar training activities. In other cases the course titles are ambiguous, making it onerous to perform a sectoral analysis because of the difficulty of establishing whether some computer courses, for example, are for operatives or technicians. The problem here is that it is possible to mistakenly inflate women's non-traditional sectoral profile. This has not been an issue to date. If, however, gender patterns are to be monitored in a rigorous way over the next round of activity, all course titles should reflect training activity in an accurate and transparent manner.

The Vocational Preparation and Training (VPT) Programme is located under the Foundation Skills grouping. It is not possible at present to distinguish post-leaving certificate (VPT2) courses from more basic forms of training provision (VPT1) provided under this aggregate measure. Some of the post leaving certificate (PLC) courses might be better located under the Post Foundation Skills Training grouping. In addition, it would be informative to be able to distinguish gender differences in PLC courses from more basic vocational training courses.

The table below shows percentage male/female uptake rates for ESF co-financed measures in 1992. The breakdown for 1991 and 1992 is presented in Appendix 2. The data are grouped under the following headings: Basic/Foundation Skills Training (1), Continuing Training for the Employed (2), Post Foundation Skills Training (3), Enterprise Support Measures and Employment Grants (4) and Apprenticeship Training (5). The broad trends are discussed and it should be noted that the analysis is not exhaustive; broad salient trends have been favoured over a measure by measure discussion.

Table A
Analysis of ESF Co-Financed Measures by Grouped Categories (1992)

		Male	*Female*	*Total*	*% Male*	*% Female*	*Total*
Basic/Foundation Skills Training (1)							
V.T.O.S.(OB.3)	DEPT. EDUCATION	564	330	894	63.09%	36.91%	100.00%
Youthreach	DEPT. EDUCATION	2,260	1,604	3,864	58.49%	41.51%	100.00%
Vocational Prep & Training	DEPT. EDUCATION	15,503	14,553	30,056	51.58%	48.42%	100.00%
V.T.O.S. (OB.4)	DEPT. EDUCATION	314	215	529	59.36%	40.64%	100.00%
Alternance Training	FAS	116	948	1,064	10.90%	89.10%	100.00%
Training for Women (OB.3)	FAS	0	382	382	0.00%	100.00%	100.00%
Youthreach	FAS	4,242	2,149	6,391	66.37%	33.63%	100.00%
Skills Foundation	FAS	536	481	1,017	52.70%	47.30%	100.00%
Training for Women (OB.4)	FAS	0	404	404	0.00%	100.00%	100.00%
Basic Skills	CERT	471	599	1,070	44.02%	55.98%	100.00%
Early School Leavers	CERT	346	440	786	44.02%	55.98%	100.00%
Adult Ex-Offenders	DEPT.JUSTICE	64	0	64	100.00%	0.00%	100.00%
Young Ex-Offenders	DEPT.JUSTICE	43	0	43	100.00%	0.00%	100.00%
Level 1 U/25	NRB	676	511	1,187	56.95%	43.05%	100.00%
Level 1 O/25	NRB	463	286	749	61.82%	38.18%	100.00%
Group 1 Totals		**25,598**	**22,902**	**48,500**	**52.78%**	**47.22%**	**100.00%**
Post Foundation Skills Training (2)							
Middle Level Technician	DEPT. EDUCATION	8,013	5,838	13,851	57.85%	42.15%	100.00%
Higher Tech. & Business Skills	DEPT. EDUCATION	3,820	3,067	6,887	55.47%	44.53%	100.00%
Advanced Tech. Skills	DEPT. EDUCATION	1,027	743	1,770	58.02%	41.98%	100.00%
Transnational	DEPT. EDUCATION	36	61	97	37.11%	62.89%	100.00%
Specific Skills Training	FAS	4,510	3,535	8,045	56.06%	43.94%	100.00%
Job Training Scheme	FAS	259	158	417	62.11%	37.89%	100.00%
Specific Skills Training (OB.3)	FAS	293	77	370	79.19%	20.81%	100.00%
Specific Skills Training (OB.4)	FAS	1,455	728	2,183	66.65%	33.35%	100.00%
Full Time Craft	CERT	611	917	1,528	39.99%	60.01%	100.00%
Advanced Mid-Level Skills	CERT	11	15	26	42.31%	57.69%	100.00%
Management	CERT	175	175	350	50.00%	50.00%	100.00%
Agriculture Training	TEAGASC	8,464	858	9,322	90.80%	9.20%	100.00%
Amenity Horticulture	TEAGASC	96	34	130	73.85%	26.15%	100.00%
Fishery Training	BIM	995	219	1,214	81.96%	18.04%	100.00%
Aer Lingus Training	AER LINGUS	131	13	144	90.97%	9.03%	100.00%
Craftworkers Training	CRAFT COUNCIL	10	17	27	37.04%	62.96%	100.00%
Level 2 U/25	NRB	587	466	1,053	55.75%	44.25%	100.00%
Level 2 O/25	NRB	444	292	736	60.33%	39.67%	100.00%
Level 3 U/25	NRB	122	59	181	67.40%	32.60%	100.00%
Level 3 O/25	NRB	60	25	85	70.59%	29.41%	100.00%
Group 2 Totals		**31,119**	**17,297**	**48,416**	**64.27%**	**35.73%**	**100.00%**
Work Experience/Preparation for Work (3)							
Transnational	FAS	26	34	60	43.33%	56.67%	100.00%
Group 3 Totals		**26**	**34**	**60**	**43.33%**	**56.67%**	**100.00%**

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Table A
Analysis of ESF Co-Financed Measures by Grouped Categories (1992)

		Male	*Female*	*Total*	*% Male*	*% Female*	*Total*
Enterprise Support Measures & Employment Grants (4)							
Enterprise Training	FAS	751	856	1,607	46.73%	53.27%	100.00%
Local Training Initiatives	FAS	554	1,750	2,304	24.05%	75.95%	100.00%
Enterprise	FAS	1,268	374	1,642	77.22%	22.78%	100.00%
Community Enterprise	FAS	49	40	89	55.06%	44.94%	100.00%
Employment Incentive Scheme	FAS	1,360	542	1,902	71.50%	28.50%	100.00%
Graduate Placement	FAS	45	12	57	78.95%	21.05%	100.00%
Employment Subsidy Scheme	FAS	388	231	619	62.68%	37.32%	100.00%
Recruitment Incentives	IDA	578	511	1,089	53.08%	46.92%	100.00%
Recruitment Incentives	SFADCO	91	116	207	43.96%	56.04%	100.00%
Recruitment Incentives	UDARAS	121	73	194	62.37%	37.63%	100.00%
Enterprise	CERT	4	9	13	30.77%	69.23%	100.00%
Group 4 Totals		**5,209**	**4,514**	**9,723**	**53.57%**	**46.43%**	**100.00%**
Apprenticeships (5)							
Apprenticeship Training	DEPT. EDUCATION	9,570	136	9,706	98.60%	1.40%	100.00%
Apprenticeship Training	FAS	2,073	50	2,123	97.64%	2.36%	100.00%
ESB Craft Training	ESB	26	4	30	86.67%	13.33%	100.00%
Group 5 Totals		**11,669**	**190**	**11,859**	**98.40%**	**1.60%**	**100.00%**
Continued Training for Employed (6)							
Middle Level Retraining	DEPT. EDUCATION	3,128	1,980	5,108	61.24%	38.76%	100.00%
Industrial Restructuring	FAS	13,300	5,702	19,002	69.99%	30.01%	100.00%
Training Grants	IDA	2,006	1,831	3,837	52.28%	47.72%	100.00%
Mgmt. Dev. Grants	IDA	260	32	292	89.04%	10.96%	100.00%
Training Grants	SFADCO	393	218	611	64.32%	35.68%	100.00%
Mgmt. Dev. Grants	SFADCO	35	8	43	81.40%	18.60%	100.00%
Training Grants	UDARAS	248	220	468	52.99%	47.01%	100.00%
Mgmt. Dev. Courses	IMI	352	62	414	85.02%	14.98%	100.00%
Short Term Industry	CERT	1,730	1,730	3,460	50.00%	50.00%	100.00%
Day & 2 Day Release	CERT	273	308	581	46.99%	53.01%	100.00%
Medium Term Industry	CERT	329	219	548	60.04%	39.96%	100.00%
Advanced Skills Formal	CERT	26	72	98	26.53%	73.47%	100.00%
Trainee Exchange	CERT	127	55	182	69.78%	30.22%	100.00%
Languages	CERT	88	88	176	50.00%	50.00%	100.00%
Forestry Training	COILLTE	1,322	84	1,406	94.03%	5.97%	100.00%
Training of Fas Trainers	FAS	669	110	779	85.88%	14.12%	100.00%
Induction-Staff Tallaght RTC	DEPT. EDUCATION	561	62	623	90.05%	9.95%	100.00%
Training of Third Level Staff	DEPT. EDUCATION	442	49	491	90.02%	9.98%	100.00%
Training of Trainers U/25	NRB	168	168	336	50.00%	50.00%	100.00%
Training of Trainers O/25	NRB	94	94	188	50.00%	50.00%	100.00%
Group 6 Totals		**25,551**	**13,092**	**38,643**	**66.12%**	**33.88%**	**100.00%**
1992 Total for all Groups		**99,172**	**58,029**	**157,201**	**63.09%**	**36.91%**	**100.00%**

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Basic/Foundation Skills Training

Overall there are higher proportions of women (50% over the 1990-1992 period) involved in preliminary or basic forms of training than any other category. Women's participation rate drops to 35% over the same period for post-foundation skills training indicating that there is not the expected degree of progression onto more advanced forms of training and/or that women are not registering in similar proportions for more occupationally tailored training.

Measures for Women

Within this grouping are the training for women measures provided under Objectives 3 and 4 and Alternance training. The training for women measures are simply transfers of women registered on various Specific Skills Training courses and recorded separately under these headings. They do not, as such, represent special training activities or approaches to training for women in non-traditional areas. This practice has no valid purpose and could be misinterpreted as a form of positive action at measure level.

Given that FÁS has a Positive Action Programme which is applied within measures, and within courses, this practice, whatever the historical rationale, should be dropped. It should be noted that FÁS did not initiate this practice, which, according to the European Court of Auditors Report (1992) is a procedure found in Germany and Belgium and is 'clearly not the objective aimed for'. The Commission's response, while acknowledging its awareness of 'unwarranted use of measures', highlighted the responsibility of Member States to monitor the gender based training activities under the rubric of identified measures.

Alternance training, on the other hand, is designed to provide basic training for women returners and the long term unemployed. FÁS, following an evaluation of this measure, is revising elements of the programme to improve its overall effectiveness and appropriateness to participants' needs. The Alternance or Return to Work Programme is effectively the only measure under the 1989-1993 Community Support Framework which attempts to specifically address some aspects of women's needs as regards training provision. This measure is now subsumed into the Re-Integration Training Measure for the 1994 to 1999 period.

Heatley's (1992) evaluation of Alternance/Return to Work training is largely positive, particularly as regards the post-training placement rate of 73%. She makes a number of points and recommendations which are of relevance to women's training provision generally. She found that the women who availed of the measure were a heterogeneous group in terms of age, family responsibilities, their previous education, work history and personality expectations.

Of the circa 200 surveyed, 94% of participants had children and of those 46% had children under 10 years of age. The finding that most of those surveyed were willing to take up employment even when they had young children was highlighted. Most of those surveyed were under financial pressure to re-enter the workforce. Given this pressure and the nature of the course, this finding is not surprising. The main reasons stated for those (38) not seeking paid employment were lack of childcare arrangements, and difficulties as regards welfare entitlements.

It should be noted that the lack of childcare facilities in some training spheres is being examined. The Department of Education is hoping to provide creche facilities for Vocational Training Opportunities Scheme (VTOS) participants. VTOS has been expanded to make lone parents (mainly women) eligible for up to 10% of places.

Aspects of personal development and skills training provision were rated as the most beneficial features of the Alternance course. Other aspects of the personal development input came in for reproach. The main criticism made of the Alternance programme, was that skills training was pitched at too low a level and too generalist in form. It was also felt that FAS should provide a better back up labour market entry service and progressive training options for women who not only want to re-enter the labour market, but improve their position in it. In addition, one of the recommendations made was that the Alternance Programme should provide more non-traditional training for women. All of these points, while relating to a relatively small proportion of women's training provision, are salient in the broader context.

Training and Educational Progression

To return to the broader framework, depending on the perspective taken, women are either well catered for or relatively over-concentrated numerically at the bottom layer of the training hierarchy. In addition, measure aggregations probably inflate the proportions of women in this grouping. It would be useful from an evaluative perspective to be able to distinguish levels of training provision within measures like VTOS, VPT and SST with ease.

The difference between the proportions of women on foundation skills type training and continued training for the employed, work experience schemes, and so forth, highlights the complex of variables which together militate against women's more inclusive participation in more focused forms of training. A large degree of variance is accounted for by the 'gendered' male activities, most notably the apprenticeship training programme, agriculture, fishery, forestry and management training measures. In addition, the SES programme (which was ESF co-financed until 1991), by restricting access to over 25 year olds, indirectly discouraged female participation, as significant numbers of women in this age cohort are not registered as unemployed because they would not be eligible for benefit, and hence cannot enrol with State agencies for training.

There is considerable evidence that women's participation rate in the labour force improves as their education level increases (Callan and Farrell, 1991). The finding that university graduate married women have a labour force participation rate of 70% by comparison with just over 20% of married women generally, is a salient indicator of how important continuing education and training is for married women's realisation of their labour force potential.

The VTOS is unique in this grouping in that providing a framework which facilitates educational and training progression is a central programme objective. VTOS provision at the vocational education colleges, adult education centres and post-primary schools is wide ranging in terms of the span of educational and vocational provision and forms of certification offered. The forthcoming Work Research Centre evaluation of this measure discusses the factors influencing progression rates in some depth. In short, it was found that pre-entry educational level was strongly related to positive progression and employment outcomes. In addition, progression to further education at Universities, Regional Technical Colleges (RTC's) and Private Colleges was strongly associated with formal VTOS completion.

The ancillary supports which facilitate entry and encourage completion of certified education and training programmes are obviously of vital importance to the long term unemployed and female participants in particular. The commitment to the provision of childcare facilities and to the relaxing of registration criteria for single parents are endorsed in this context. More thorough discussion of the nature, structure, operation and consequences of the complex of variables impacting on VTOS provision will be available on publication of the above mentioned report.

Both FAS and the Department of Education's commitment to improving the quality of specific measures is apparent by virtue of the fact that external evaluations are being commissioned and it seems taken seriously in that some recommendations are currently being implemented.

Women's progression through the training and educational hierarchy needs to be rigorously encouraged. If the finding of the Alternance evaluation is a good indicator, women themselves want to be challenged more at foundation level. A high training equilibrium is important at labour force pre-entry and return points. That said, it is important that foundation level training provides the facility for intensively addressing special educational needs such as literacy and numeracy for example, as they arise. That facility might be best provided flexibly either parallel to or prior to mainline provision. It is recognised that it is difficult to design foundation skills courses generally and particularly for women returners, given the variance in educational and work histories amongst participants. It is important, however, that course providers are circumspect in making assumptions about ability in relation to previous educational achievements.

In order to overcome some of these problems and provide training that meets industry requirements and tailored to individual needs it would be necessary to aim for a combination of:

- ✓ Training styles which facilitate self-directed learning
- ✓ a modular format that allows continuous training and educational upgrading and
- ✓ rigorous pre-training, post-training assessment and career planning procedures.

In the context of foundation skill provision then, it is vital that training entry level is integrated with progressive training options. In addition, there seems to be a tendency for foundations skills training to focus particularly on personal and social development factors. This may have some validity but an equal or greater emphasis on career planning and support might be more appropriate.

Post-Foundation Skills Training

The post-foundation skills training group contains a broad span of mainly technical skills training measures from operative level through to advanced technical and business training at post-graduate level. In addition, this grouping contains training measures catering for the fishing and agricultural sectors.

Again, different methods of accounting amongst the agencies needs to be noted in interpreting the figures outlined below. Broadly speaking, however, the gender ratios can be considered as giving a representative indication of actual activity.

At measure level, female participation rates generally cluster around 40% other than in agriculture and fisheries training where women's participation is predictably low. Alternately, in the hotels, craft and tourism areas female participation levels are relatively high, clustering at around 60%.

The Middle Level Technician, Higher Technical and Business skills, Advanced Technical Skills, Specific Skills, NRB Level Three, Agriculture, Horticulture and Fisheries training measures together comprise some 660 courses, 645 of which were amenable to sectoral analysis. The results of this and other analyses are discussed in Chapter 4.

Training at third level attracted an overall women's participation rate of 43% in 1992. Participation in post graduate training (ATS) improved significantly from 30% in 1990 to 42% in 1992. However, the global throughput trends of circa 43% for these measures are underwritten by sectoral and occupational segregation in many instances, as will be shown on further analysis of the course data which comprise the measures under discussion.

As has been noted, much of the variance in participation rates is strongly influenced by the nature of specific measures. The agriculture, horticulture and fishery training measures had female participation rates in 1992 of 9%, 26% and 18% respectively. Given that these three measures represent 22% of post-foundation skills participants, the lack of female integration indicates that the sectoral dimension of these measures strongly shapes low female participation rates.

Agriculture training attracts better female ratios in the equine training course and horticulture training courses. The larger Certificate in Farming course and Farming Apprenticeship Scheme attract few females, reflecting the strong traditional nature of farm inheritance practices and hence differential encouragements to males over females.

The agricultural training measure, in particular, accounts for some 19% of all training activity under this grouping, comprising 27% of training uptake for males by comparison with 5% of training uptake for females. It may well be that there are insurmountable obstacles to increased female participation rates under this measure in the short-term. However, the inbuilt bias that is produced by the objective of catering to the needs of future farmers, means that the extent and concentration of agricultural training, as contained under this measure, does little to serve the needs of rural women.

As has already been noted under the agency discussions, women are under-represented in the labour force statistics regarding their working contribution to agriculture. Blackwell (1989) noted that the degree of understatement could be gauged to some extent by reference to the EC Farm Structure Survey. In 1987, spouses contributed 12% of annual work units to the agricultural labour force. Yet, women classified as 'assisting relatives' in the labour force agricultural statistics accounted for only 3% of those at work in agriculture, forestry and fisheries. If 12% is taken as a minimal baseline estimate of the numbers of women working in agriculture, the agricultural training uptake of women needs to approximate that figure.

As is evident on examination of the course data comprising the fishery training measure, female participation rates in fisheries training tend to be strongest in areas which are onshore and have a low skills quotient (fisheries retail training), or are onshore with a high skills equilibrium (quality assurance). Relatively new training areas which presumably do not have such a strong traditional male legacy, also attract more females than offshore fishing and ancillary activities.

Aer Lingus' training gender ratio is strongly influenced by the apprenticeship training programme, accounting for most of the throughput under this measure. Apprenticeship training is discussed separately below.

The measures which are administered by CERT and designed to meet the needs of the tourism and hospitality sector, show relatively high participation rates for women - ranging from 50% to 60%. The strong female tradition of work in this sector, together with relatively buoyant employment possibilities currently, is reflected by these ratios. As these measures account for only 4% of post-foundation skills participants, the effect on overall participation trends is small.

These examples all illustrate sectoral segregation in training uptake and provision. Segregation is strongest, however, in the traditionally male sectors, compared to training for the catering, hotels and tourism industry. From discussions with training agencies, it also seems that attitudes and practices in the 'hardline' male training/occupational areas are more resistant to change than those which traditionally attract proportional to high female participation rates.

Enterprise Support Measures and Employment Grants

This grouping contains a variety of measures which operate at community, commercial, training and recruitment levels. The overall gender breakdown of 54% male to 46% female participation rates is satisfactory. However, beneath this aggregate statistic there are significant gender differences in the larger enterprise measures. These range from 28% female throughput under the Employment Incentive Scheme (EIS) in 1992 up to 77% female participation under the Local Training Initiatives (LTI).

The Employment Incentive Scheme

The EIS subsidises employers' recruitment of certain categories of individual. The proportion of female beneficiaries recruited on the basis of EIS support decreased from 42% in 1990 to 28% in 1992, without any notable changes in total throughput. This change reflects the 1989 EIS policy review, the outcome of which led to the proviso that employers would receive premiums for recruiting only long term unemployed people over twenty-five years of age, early school leavers, or people with disabilities. Prior to that date, the measure was much more wide-ranging allowing employers greater flexibility as regards eligibility criteria governing recruitment practices. The 1990 figures include throughput data derived from the previous era, reflecting criteria that would allow greater female participation.

Live Register Implications for Women

The long term unemployed 'older' female cohort do not appear in the live register statistics with the same degree of frequency as their male peers. In the main, this is because those who have been engaged in home duties over some time would not have paid social insurance contributions and are thus not entitled to unemployment benefit. Similarly, unemployed women or men whose spouses or partners are working are means tested on the basis of their income, which if over a threshold, disqualifies them from receiving unemployment assistance. The probability is that the non-working partner is female because of cultural traditions regarding the division of labour in the home together with patterns of child rearing responsibilities. The net effect of these trends is that unknown numbers of women who wish to return to the labour force are not signing on the live register because they may not see past the lack of a financial incentive to do so. Hence they disqualify themselves from availing of training benefits contingent on live register status.

At one level there seems to be a conflict between the laudable social objective of increasing long term unemployed persons' recruitment into the labour force, with the concurrent aim of increasing women's labour force participation rate. Unless unemployed women who are not entitled to monetary welfare assistance, register as unemployed, and hence gain access to ancillary entitlements such as training and activity under some recruitment and enterprise measures, this situation is unlikely to change dramatically.

The Second Commission on the Status of Women report noted the confusion that exists in relation to eligibility requirements of training courses and various schemes, in this regard. It is clear that some flexibility exists. It is also clear that this flexibility and any future relaxation of requirements need to be disseminated further at Government and at agency level to the general public. There is a valid argument to be made regarding the formal removal of the live register restrictions, where they apply, to facilitate labour market entry of women who are long-term unemployed or aspiring returners. It is also recognised that this is a complex matter requiring consultation and more analysis than is possible in the context of this report.

Recruitment Incentives in the Industrial Development Agencies

To return to the more specific subsidies uptake issue, the various recruitment measures operated by Údarás, SFADCo and the IDA, unlike the EIS, have no restrictions vis-a-vis the category of person employed. For very small companies and high potential small companies the recruitment grant sectoral restrictions are minimal and the gender ratios achieved by the IDA and SFADCo under these measures appear to reflect this flexibility. An examination of total activity, however, would be necessary to endorse this view. All these measures involve additional expenditure funded entirely by the Exchequer. Returns for ESF purposes comprise only a fraction of total activity and the gender balance of total activity may be different to that reported.

The Enterprise Scheme, Community Enterprise Programme and Local Training Initiatives

The Enterprise Scheme operated by FÁS attracted a female throughput of 23% in 1992, a significant improvement on the 1990 throughput figure of 16%. This measure provides a small subsistence allowance and some small training support to persons engaged in small business start up schemes. The Enterprise Training measure, which provides training for those who are attempting to establish their own businesses achieved a female share of 47%.

In 1990, 17% of all Irish persons in employment were classified as self employed; of these, 9% were women. Self employed women comprise 5% of all employed women; by comparison, self employed men comprise 22% of all employed men. In the context of these figures, the Enterprise Training and Enterprise Scheme female throughputs for 1992 are encouraging. That said - the difference in the female uptake between these measures suggests that men are much more likely to commence with business start-up than women. Post Enterprise Training supports may thus require examination and elaboration with regard to women's progression into business establishment.

The Community Enterprise Programme and the Local Training Initiatives (LTI) measures operate primarily at a community level. The LTI attracts a very high proportion of females (76%), the highest female throughput across all measures, with the obvious exception of the Alternance measure. In essence, the LTI is more of a training/work experience resource for expressed local community needs than an enterprise measure. This has been addressed extensively in the Programme Evaluation Unit report on enterprise measures and has since been adjusted according to the recommendations made. The work experience/training provision in community development, tourism, traditional crafts, theatre, heritage and genealogical projects together with a host of other broadly similar cultural activities, represent areas and sectors which women have traditionally favoured and this is reflected in the female uptake statistics.

The Community Enterprise Programme is a small measure, with a recorded throughput in 1992 of 89 people, 45% of whom were women. This measure aims to support employment creation at community level through the provision of a range of supports including training, research, development and consultancy grants, and the funding of community enterprise workers. The throughput under this measure underestimates the actual amount of activity contained within, firstly because the beneficiaries of enterprise training are not recorded because of the nature of such provision. Secondly, recorded activity comprises various enterprise support staff in the main, the total number of whom would be impossible to account for in yearly throughput statistics, given that many are employed for a period of years. The equitable gender ratio achieved, hence refers more to enterprise support employment activities than to the gender ratio of total beneficiaries.

Apprenticeship

In Ireland, the 1959 Apprenticeship Act provides for the recognition and qualification of designated trades. There are 41 designated trades, all of which are in male dominated occupational areas like electricians, plumbers, carpenters and so forth. Similar occupational areas in the textile, clothing and hairdressing sectors dominated by women, were not designated. Consequently, women working in these occupations do not derive the benefits of statutory protection and continuity of employment during their 'apprenticeship'. In addition, designated trades are characterised by a system of recognised and certified standards in relation to the type and quality of training undergone on completion of an apprenticeship. (Second Commission on the Status of Women, 1993). This difference underlines the fact, supported by evidence from a variety of sources, that in jobs where women predominate there is a tendency for the skills not to be recognised or formalised into a training/certification programme. The occupations associated with the highest levels of training for 16/17 year olds are generally skilled manual trades with a long tradition of male dominance, institutionalised through the apprenticeship system.

The Second Commission on the Status of Women report made the recommendation that:

> *'The Minister for Labour instruct FÁS to examine the area of designated trades with a view to extending the range of occupations involved to take account of skilled occupations which are predominantly female as well as future oriented occupation.' (p310)*

FÁS, following the PESP and the Programme for Competitiveness at Work agreements between the Government and the social partners, is currently examining the possibility of extending the range of designated trades. This is a complicated process involving negotiations between Government Departments, FÁS, the RTC's, employer representatives and union representatives, including the teachers' unions.

The overwhelming under representation of women under the various apprenticeship schemes highlights the chasm between the theory of equal access to such training, and the obstacles that exist in practice, in the form of apprentice sponsors, trainers, educators, parents, young people, and so forth. In 1990, 0.5% of FÁS/Department of Education apprentices were female, increasing to 2% in 1992.[1] The ESB apprentice training programme, involving much smaller numbers, achieved a female representation rate of 17% in 1990, dropping to 13% in 1992.

The New Apprenticeship System

Up until September 1993, all apprentices attended FÁS training centres for the first year of their training, followed in the subsequent two years by 'on the job' training, day and block release training at VECs and RTCs. The new standards based system, overseen by the National Apprenticeship Advisory Committee, provides apprentices with a rotating, integrated system of 'on the job', 'off the job' training, all of which is assessed. Successful apprentices will be awarded with a National Craft Certificate.

The requirement that all apprentices under the new system have an employer as sponsor, is of relevance to women's participation. Not only do all apprentices have to find an employer, but the first phase of apprenticeship training is spent with that employer. Given the widespread reluctance of employers to select young women as apprentices, even following in-centre training, this change may cause further difficulties.

The employer led approach to apprentice recruitment, which in practice operates largely on a 'word of mouth/who you know' basis, has implications for women's equality of access. While it is relatively impossible to subvert this practice entirely, it should be stemmed. Prospective employers should be required to advertise all apprenticeship places through their local FÁS office and through the national media, or local media.

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1. FAS and the Department of Education share responsibility for the delivery of the apprenticeship training measure. They record that apprenticeship activity separately, and differently. FAS records throughputs for 'off the job' training and the Department of Education records in centre (VEC and RTC) training as annualized averages. The difference between the Department of Education figure and FAS figure is accounted for by the fact that FAS only count the first year of apprenticeship training whereas the Department of Education counts all three years. This differential is further complicated by the different recording systems used.

Both Aer Lingus and ESB advertise apprenticeship training nationally, requesting applications from: 'young women and men...'. In addition both organisations stipulate that they are equal opportunities employers, and Aer Lingus states that 'canvassing will disqualify'. For both the ESB and Aer Lingus progression into employment, following training, is virtually guaranteed. There is little room for discrimination on the basis of gender once the selection process is completed. Both the ESB and to a lesser extent, Aer Lingus achieved greater proportions of female representation than the larger two agencies. While the small numbers must be taken into account, it is possible that the relative lack of an employment obstacle encourages female participation.

By way of contrast, The Second Commission on the Status of Women cited that of the 42 women apprentices who started their first year's training with FÁS in 1991, a mere 15 were successful in being sponsored by companies.

In this area, as in all predominantly 'male occupations' it is important that major interventions are taken on the employer side, possibly including legislative action, prior to engaging in large scale actions to encourage women's participation. Section 15 of the Employment Equality Act (see page 90) might well be examined to see if this rider could be activated in relation to female apprentice sponsorship by employers or to establish whether amendment is necessary. These interventions should together curb and ideally arrest employers' active prejudice against recruiting women. A system of sanctions might well be developed, to penalise employers who discriminate against female apprentices. This could take the form of making them ineligible for other forms of State and EU support. The corollary of this, making employers aware that efforts made to support and promote women in apprentice occupations, would be favourably regarded apropos tenders for State business or EU and State support generally, might also be worthy of consideration.

FÁS already promotes apprenticeship training in schools, sets targets, provides bursaries, keeps a register of interested young women for enquiring employers and so forth, all of which have produced little change, in real terms. It is clear that more radical action is worthy of consideration.

As has already been alluded to under the agency discussions, FÁS formerly had the facility to sponsor some apprentices, and encouraged women's uptake through this mechanism. Even if this facility were restored, in the short term the problem of women's access to employment following training, remains.

For those few but increasing numbers of women who are proceeding with apprenticeship training, more needs to be done to increase their retention rates in employment following training. Research evidence shows that only the most resilient and determined women stay in male dominated forms of employment. All of the agencies involved in providing apprentice training should consider, either collectively or singly, developing a mentoring system for female apprentices and other female trainees engaged in traditionally male dominated forms of training. This issue is discussed further later in the report.

Continuing Training for the Employed

This grouping contains a number of measures (see Table A) the primary focus of which was to upgrade the skills of those in employment so as to enhance company performance and competitiveness.

The overall gender breakdown within this grouping (34% female 66% male for 1992) is broadly equivalent to the male-female breakdown of the Irish labour force. Within this grouping, however, large discrepancies exist:

- The CERT measures alone account for 13% of total throughput, but 19% of total female throughput.
- The male throughput (13,300) from the Industrial Restructuring measure is greater than total female throughput across all measures in the grouping (13,092). This measure accounts for just 52% of total male throughput in the grouping, however.
- Of the 749 people (or companies) who benefited from the various management development measures administered by the IDA, SFADCo and the IMI, 102 (14%) were female.
- The Training of Trainers and Third Level Staff measures operated by FÁS and the Department of Education have male participation rates of 86%, and 90% respectively.
- Forestry training attracts few females in any domain, given that virtually all training is concerned with primary production. The small marketing element, administered by EOLAS attracts some female participation.

The Training of Trainers

The Training of Trainers measures are an important site for analysis, most obviously because activity therein is concerned primarily with preparing trainers for the challenges of new technology. (The ESF Programme Evaluation Unit's Training of Trainers evaluation examines this issue in some detail). The importance of women's representative uptake is thus crucial in that their occupational progression will to some extent be shaped by their knowledge of and familiarity with new forms and approaches to training. Of considerably more importance, however, is the inbuilt potential for optimising progressive change through the selective development of pedagogical methods and materials under these measures, or as eligible activity when specific measure provision is not instituted. Therefore, agencies' willingness to allocate resources to non-measure specific training of trainers activity is crucial in attempting to address some of the difficulties underlying gender segregation and employers' reluctance to engage female trainees or apprentices. Such allocation could provide for the design and delivery of focused equality training which is incorporated into general training strategy.

In the case of FÁS, the Training of Trainers gender ratio described above reflects the overall training staff gender composition. The Department of Education measure includes activity at the Dublin Institute of Technology Colleges (DIT), Regional Technical Colleges (RTC's) and Universities. The 81% male, 19% female breakdown of all full time staff at the RTC's (and DIT) is a somewhat higher ratio than the 90% male uptake achieved under the Training of Trainers measure described above. Clearly there is room for even minor improvements here.

The national figures for university employed academic staff, by gender, are not currently available but the Higher Education Authority has started gathering data this year. Comparisons will be possible in future. Figures are available for University College Dublin (the largest university in Ireland) and of the full-time staff employed, 753 (72%) are male and 289 (28%) female. While this gives some indication of the trend, it is not possible to make any robust comparisons without the full set of figures being available, particularly since the two newer universities are more technologically and industrially focused, both in terms of the courses offered, and pedagogical approach taken. It appears, however, if a sole traditional university is used as a reference point, that the male to female staff ratio therein is more equal than that achieved under the comparable Training of Trainers measure.

The difference between the global university and college staff gender ratios and the ESF Training of Trainers gender ratios might be interpreted, in part, as reflecting the technical/vocational nature of ESF provision and the gender segregation that exists in these areas of training provision. Given that the only college within the DIT and RTC network which has an equitable gender ratio is the College of Catering, it is reasonable to assume that the magnitude of women's employment in training institutions is strongly predicted by the content of training on offer. Similarly, the technological training preferences specified under Training Of Trainers criteria, also appear to impact on women's under-representation in specific Training of Trainers activity.

Within the context of low female participation rates in training for or employment in non-service industries generally, these ratios are worrying. The pronounced lack of female instructors or educators who are beneficiaries of and providers of ESF co-financed training does little to challenge the received role model, or profile of women's representation in a narrow band of traditional sectors.

The Training of Trainers measures were aimed at sponsoring the technological and pedagogical upskilling of existing staff. Most, if not all, training was within trainers' area of expertise, rather than across disciplines. The latter approach might, if implemented on a case by case basis, provide some scope for female trainers to integrate into non-traditional areas, following their acquisition of the requisite skills.

As the vast majority of existing trainers are male, there is little room to manoeuvre as regards improving the intra measure gender ratios. Deliberate recruitment of female staff into targeted areas (as vacancies arise) as a short term baseline measure would be the only effective means of circumventing the impasse that exists. The Employment Equality Act makes positive discrimination in relation to employment unlawful. If it were the case that the same saver for 'certain training courses' which states that:

> *"Nothing in this Act shall make it unlawful for any person to arrange for or provide training for persons of a particular sex in a type, form or category of work in which either no, or an insignificant number of, persons of that sex had been engaged in the period of twelve months ending at the commencement of the training, or to encourage persons of that sex to take advantage of opportunities for doing such work." (Section 15, Employment Equality Act, 1977.)*

were enacted in respect of forms of employment in which either sex is grossly under-represented, a strong case could be made to apply it to recruit more women into technical colleges as trainers. As the facility exists to provide special or separate training for men or women in non-traditional areas, it would be possible to re-train women trainers so that their occupational mobility across sectors and particularly into areas where they are almost invisible, is increased.

If the horizontal integration of women in the labour force is to be taken seriously some action needs to be take to adjust the bias that exists. If young women are to be encouraged into training, and subsequent employment in areas where they will for the immediate future be in a minority (with all the difficulties that entails), the relative absence of female role models as educators is a more potent message than any countering equal opportunities message. This is not to understate the difficulty of redressing the balance, but to underline the importance of training institutions using whatever facility or opportunity that exists within the law to effect the beginning of a cycle of change. Realistically, this would mean making a substantial training investment for relatively few individuals, with little immediate payoff in quantitative terms.

In the longer term, if women's participation rate in non-traditional training improves, there will be a bigger pool to draw from as regards employers having the option to recruit female instructors. As women favour pedagogical professions (11% of third level graduates enrol on teacher training courses), attempts to attract women into the non-traditional training areas could be integrated with efforts to make that option more appealing to them. This might take the form of promoting the full range of occupational options non-traditional training provides during the compulsory educational cycle. This of course presupposes that the full range of science and technical subject choices are available to schoolgirls, and ideally part of schools' core curriculum. This is outside the immediate remit of this report, but is recognised by the Department of Education as being an integral part of any attempt to improve the current situation. The promotion of pedagogical professions should, of course, be part of a general strategy to attract more females into non-traditional training. It is not being suggested, nor should it be inferred that such promotion replace activities aimed at involving more women in 'male occupations'.

The Training of Trainers is an eligible cost on all measures supported by ESF. This provides the facility, then, to intervene, most urgently in the 'hardline male' areas of apprenticeship training, fisheries training, forestry training and agricultural training. Coillte employs no female instructors. BIM employs no full-time female trainers, 10 part-time females and 28 part-time and 10 full-time male instructors. Teagasc employs 9 female and 126 male instructors.

The finding that educators require awareness raising and codes of practice in relation to equal opportunities is thought to have similar and probably stronger implications for the trainers listed above. The supplementary finding that male teachers are more reluctant to avail of in-service training than female teachers is germane as regards devising appropriate strategies to ensure male participation. The pertinence of this is highlighted by the finding that such interventions produced positive behaviour change. If trainers in these areas have the additional task of interfacing with potentially reluctant employers or apprentice sponsors, that training becomes all the more vital. From all the anecdotal evidence available in Ireland, together with research evidence from other countries, it seems that the greatest obstacle to women's increasing participation in non-traditional forms of employment is in the guise of employers' reluctance to engage women. Trainers should thus be well equipped both to overcome such resistances and to devise, negotiate and institute appropriate support measures for women in the post-recruitment phase of employment or placement.

Management Training and Industrial Restructuring Measures

Similarly, women's representation on the various management training activities is worryingly low. Given that women are vastly under-represented in the labour force at management level, the improvement of that situation on the basis of training undertaken, seems unlikely to occur in any significant way. All of the agencies involved in either administrating or providing management grants or training - SFADCo, IDA and the IMI - have less than 20% female participation rates, ranging from 11% for the IDA to 19% for SFADCo.

The ESF Programme Evaluation Unit's Industrial Restructuring Programme evaluation highlighted a similar tendency. Of those in receipt of training, 75% were male and 25% female. Of those receiving management training 80% were male and 20% were female, and of those receiving operative training, 70% were male and 30% female.

It is difficult to make a meaningful analysis of these figures without referencing them to the total workforce of those companies, broken down by gender, occupational title and sector. The workforce gender breakdown of companies in receipt of ESF funded management and training grants is not requested or submitted at present. This information and the occupational/sectoral information is gathered, however, by the agencies. If submitted in future it would provide a useful baseline from which to infer and, if necessary, plan gender based actions.

It could be (and has been) argued that the primary aim of these company targeted training programmes is to kick start the production capacity of new (mostly foreign owned) companies, or to enhance the competitive capacity of existing companies, and that these aims override any gender considerations. There is a perception amongst some of the State agencies involved in administering these measures, that Irish companies are somewhat reluctant to invest in management training (even when grant aided), because:

a) Of a fear that their core staff will be more attractive to, and subsequently poached by, their competitors; and,

b) they do not see the need for supplementary training.

Any attempt, they feel, to further stipulate how training activity is distributed throughout the workforce - an example of which might be gender targeting - could have the effect of discouraging management training per se.

This argument, however, presupposes that efforts made to open the pathway towards vertical integration for women, is a negative incentive as regards company development. If smaller proportions of the female workforce by comparison with their male peers, are being trained, then these same companies are under-utilising and under-realising women's value in and contribution to the workforce. It is all too easy for training to reinforce the gender segregation that exists in the workforce, i.e., accelerated promotion (management) training being offered to males more frequently than to females, or the uptake of such training not being monitored in relation to the needs of the organisation.

It is becoming increasingly clear that the retention of skilled and experienced staff is of paramount importance to business success in the future. Many commentators predict that falling birth rates will influence the demographic structure of the future workforce, particularly as regards women's role in the labour force. If, as is evident in the UK and other countries, the importance of retaining women employees becomes apparent to Irish companies, strategies which facilitate their contribution to the workforce will need to be addressed. The escalating costs of training staff to participate in and contribute to an increasingly skilled, competitive and constantly changing world of work, demand that investments made are not undercut by losses that could be avoided if equality issues were located at the centre of the business stage.

Women's training needs and measures to facilitate equitable access and uptake urgently require attention. It is frequently the case that organisations operate open access training policies, and scrutiny of equal opportunities policies will confirm this position. However, while this is a favourable move, access to company training is often not a neutral activity. Of the companies McCarthy (1986) interviewed, 100% claimed equal access to training. In practice, however, it was found that training access is achieved only by those who have specific jobs in the organisation at a particular level of the organisational hierarchy, levels which women frequently do not occupy. The most common means of gaining access to training was one in which women were selected by a supervisor or manager (68.5%), followed by volunteering (18.5%) and persuasion (13%). McCarthy concluded that supervisors and managers (usually male) play a crucial role in selecting, persuading and supporting women's access and utilisation of training.

There is considerable evidence that differences in the proportions of women receiving training are not singularly due to men entering occupational areas which require greater training inputs. Within the same occupation women are still less likely than men to receive training. Research evidence also demonstrates that within the same occupational group, employers offer young men and women different career options based on stereotyped career assumptions.

Benett and Carter's (1983) study of day release/off the job training, examined the complex relationship between occupational segregation and training provision in five industrial sectors (engineering, chemicals, textiles, distribution and finance). They found that young women were systematically recruited to jobs which had few career prospects and consequently few opportunities for training. Even where young women and men were engaged in similar jobs such as clerical work in the distribution industry, young men were engaged as commercial trainees and involved in job specific training courses. This research is of considerable relevance to employee provision under the training for employees grouping. It is not possible at present to examine data with a view to verifying or disproving the hypothesis that the same tendency exists in relation to training activity arising from the distribution of training and recruitment grants in particular. However, such study should be possible in future, with the co-operation of agencies involved in administering such grants. The submission of more detailed returns on recruitment, training and occupational variables vis-à-vis gender will make this possible. Measures to ensure sex role biases are screened and inactivated are thus vital.

Unless equality audit procedures and best with practice guidelines for training and employment are instituted and integrated organisational policy, there is a risk that existing skills within the workforce are hidden behind a gender label. Secretaries with degrees and managers without qualifications are not uncommon phenomena. Employers need to inform themselves as to where resources are located so that training needs are consistently matched with existing expertise, skills, and organisational goals. Otherwise there is a risk that organisational change and development will become an ad hoc affair, in all likelihood, reproducing organisational norms.

The Programme Evaluation Unit's Employers Survey (1993) found that of those companies surveyed, 62% had no appraisal system in place, 56% said that they had no company training plan and 73% no formalised training budget. Clearly, if these results are taken as indicative, there is much room in Irish companies, given the absence of formalised planning, for training to happen in a haphazard fashion. Women can thus be easily excluded or exclude themselves from "fast track" training or promotional competitions. Equality is an issue that effects men as well as women, companies as well as individuals. The achievement of equal opportunities in the workplace is not only a socio-political, but a commercial concern which will become more salient into the next century, if, as Charles Handy predicts:

> *"Men will be deskilled and women will be better skilled for the jobs of the 21st century.... the new jobs will demand the skills of negotiation, persuasion, relating to customers, and building up trust, which women are instinctively better at than men, because they had to be. Women are better wheeler dealers".*

If the often imperceptible values which shape organisational culture and ultimately performance, are not explicitly recognised and controlled for by way of formal appraisal systems or skills/equality audits, it is difficult to see how investments in training will be offset by significant increases in business effectiveness. Equality issues, rather than being peripheral aspects of ESF training provision, are argued to be of central concern. If women were seen as a resource and a valuable asset as regards their potential contribution to company goals and performance, their visibility in forms of planning and training which aim to achieve those goals, would be obvious.

Chapter 4

Occupational & Sectoral Trends of Technical, Agricultural & Specific Skills Training Courses

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The Middle Level Technician, Higher Technical and Business Skills, Advanced Technical Skills, Specific Skills, NRB-Rehab Level Three, Agriculture, Horticulture and Fisheries training group of measures represent training endeavours that aim to provide direct progression into employment. These measures have already been discussed at aggregate level, providing little information about the intra and inter-measure sectoral and occupational sub-divisions. To a considerable extent, these are marked by gender segregation. The sectoral and occupational analyses of the 645 courses (for the 1992-1993 period) which comprise these measures clearly demonstrates that training has not, to date, challenged the vertical segregation of the labour market.

The 1986 Census of Population statistics have been employed below (see Tables B & D) as a reference point for comparison with the ESF co-financed training data. The Census statistics are the only detailed set of analyses available by gender, in that comparisons by broad industrial sector (NACE division), industrial group and industrial class are available. Similarly, occupational analyses are available by class and further subdivided by occupational title. The more up to date Labour Force Survey statistics for 1990 (see Table C) are also referenced. The Labour Force Survey forecasts are more aggregated than the Census statistics and detailed only to the level of industrial group and occupational class. This has led to the differential use of both forms of information on the basis of the comparisons being made. Census statistics are based on self reports whereas the Labour Force Survey statistics are based on a representative sample of household interviews. The different survey methodologies and sample sizes involved in both forms of data presentation may affect the comparability of data to some degree. Some caution thus needs to be employed in interpreting the trends discussed below.

Labour Force Occupational Trends, 1970-1990

There was a recovery in overall Irish employment trends between 1986 and 1990, by comparison with the contraction experienced between 1980 and 1986. The 1980 to 1986 period was marked by declining employment in occupations relating to the production process in manufacturing and construction. There was a dramatic decline in agricultural employment during the 1970's, which slowed somewhat during the 1980's, but is still continuing. Between 1970 and 1990 over 100,000 jobs were lost in agriculture. The agricultural sector thus shifted from employing over one quarter of the workforce in 1970 to less than one sixth by 1990. This drop was offset during the period, by the increase in occupational activity amongst professionals, associate professionals, managers and proprietors, by over 50% in employment terms over the period. Clerical, skilled maintenance, security, personal service and sales occupations also grew, between 20% and 40% over the period. (Corcoran, Sexton and O'Donoghue, 1992.)

These structural changes are important in contextualising current training provision and prospective employment, particularly with regard to gender differences arising from same. In general terms, many male dominated forms of traditional employment underwent considerable decline, most drastically in the case of agriculture. Many preferred female occupations, other than those concentrated in clothing manufacture, by way of contrast, showed a net increase in growth over the period.

The combination of an increasing representation of women in the labour force (7% increase between 1970 and 1991) and the occupational shifts outlined above, seems to have had a positive impact on women's employment in particular occupational groups. There has been a notable increase in the proportion of female higher managers, from 5% to 17% over the period, reflecting the sizeable increase in the female share of employment in business, finance and sales occupations generally (Corcoran, Sexton and O'Donoghue). Taking these areas alone, which in training terms account for a significant proportion of women's representation, there seems to be some basis for stating that the prospects for women, particularly in the more advanced forms of business training are good and will continue to improve if the growth in the financial services sector continues. The outlook for women entering less skilled occupations in the financial services sector also appears reasonable in that the risk of being poorly paid is less than that of any other industrial group, other than in the teaching subgroup of professional services (Nolan 1993).

Analysis by Occupational Title and Gender

The outcome of the analysis of training courses by occupational title and gender is presented in Appendix 4, (Table 10, 11 and 12). The occupations for which women were being trained with greatest frequency are: clothing manufacturers (4%), and various kinds of office staff ranging from computer operators (9%), clerical workers (5.4%), and supervisors (9.5%), to business and economic consultants (5%).

Men were trained most frequently as farm managers (18.8%) and following that as estimators (10%), electrical workers (5%), clerical supervisors (4.3%), mechanics (4.3%), systems analysts (4%) and welders of various kinds (3.5%). The large number of farm managers (3,560) is partly accounted for by the fact that agriculture is a very broad occupational category, not sub-divided with the same degree of detail as is the case under other occupational headings, like engineering, for example. That said, there are great numbers of males by comparison with females (218) engaged in farm manager training.

The most segregated courses, in terms of females greatly outnumbering males (in descending order) are:

- Clerical workers and computer operators;
- sewers, embroiderers and machinists;
- typists and key punch operators;
- book-keepers, cashiers and related workers; and
- clerical supervisors.

The most segregated courses in terms of males outnumbering females (in descending order) are:

- Farm managers;
- estimators, work study officers, quality control technicians;
- electrical and electronics engineering technicians;
- fitters and other mechanics; and
- welders and cutters.

The magnitude of difference is much greater in the male dominated areas than the female dominated areas. Taking the most extreme examples, there are 3,560 male farm managers to 218 females and 1,087 female computer operators to 418 males. This indicates that even if all other matters like wages, for example, were comparable, male integration into 'female occupations' presents fewer difficulties than female integration into 'male occupations'.

While there might be some margin of error in coding, training for the following occupational areas, as far as can be deciphered, registered no female throughput for the 1991-1992 period:

- Agricultural Labourers;
- assemblers of Vehicles;
- welders and cutters;
- precision Instrument makers;
- metal goods inspectors, assemblers and testers;
- meat curers;
- plasterers;
- other tradesmen; and
- labourers and unskilled workers.

The following occupations had no male throughput for the same period:

- Knitting Operatives;
- cutters; and
- glass and ceramics workers.

It should be noted, however that some of these areas registered very small throughputs (see Appendix 4; Table 10), and in such cases no valid inferences can be made.

Occupational Group Trends

The 1986 Census statistics on male and female classification by occupation, provide a comparison point for this data. In 1986, 63% of all employed women were concentrated in three occupational groups, namely, clerical workers, professional and technical workers and service workers. By 1990, 69% of all women were employed in these groups; in 1992 these three groups accounted for 75% of women's uptake of ESF co-financed training, analysed by course (see Table C). Blackwell (1989), in discussing the labour market statistics, makes the point that outside of agriculture, there is no similar concentration in the distribution of male workers across occupational groups. Similarly, this is also the case apropos the male training statistics under discussion; other than in the agricultural grouping there is no comparable concentration of male training participants. Blackwell further states that an index of horizontal segregation, calculated on the basis of the extent to which men and women work in different types of jobs, indicates that 53% of women would have to shift to 'male occupations' in order to eliminate occupational sex segregation.

Training Into Employment Progression

Given the difficulties already discussed of female progression from training into employment in predominantly male occupations, it is thought that there would need to be a significantly higher proportion of females in training than those reflected in labour force statistics, to allow an optimistic prediction of increased female representation in those areas.

Research studies which have tracked female trainees in male dominated forms of training through to progression in the occupational arena, have shown that progression into male dominated forms of employment is significantly more difficult for all but the most resilient and determined of women. On the basis of these research findings, the post-training cycle into male dominated forms of employment is predicted to contain proportionately less females than would be reflected by female training uptake, or by comparison with an equivalent male cohort. These findings also underline the importance of providing post-training - into employment follow up and support.

On the basis of the comparison made in Table B below (which needs to be regarded with some caution given the small numbers in the ESF co-financed course data, and the fact that no data on the correspondence between training and post-training occupational relevance, by gender are available) there is little basis for an optimistic prediction. The only occupational area on the male dominated side which shows significantly greater female participation rates in training is the electrical and electronics engineering technician training provision. Overall, however, by 1990, this sector employed higher proportions of women than are represented in the training data (see Table C). Most of the labour force growth was in electronics operative occupations (by 1990, 55% of same were women), whereas the ESF data have slightly higher proportions of women involved in the higher skilled electronics work areas.

Table B
Comparison between Male & Female dominated ESF Co-financed Courses, Classified by Occupation with the 1986 Census Statistics, Classified by Occupation & Gender

	Census Occupations 1986					*ESF Co-Financed Training 1992-1993*				
	Total	**Male**	**Female**	**%Male**	**%Female**	**Total**	**Male**	**Female**	**%Male**	**%Female**
Welding	5,440	5,392	48	99%	1%	673	665	8	99%	1%
Fitter & Mechanic	26,504	26,404	100	99%	1%	840	812	28	97%	3%
Electrician & Technician	1,975	1,856	119	94%	6%	1,070	945	125	88%	12%
Estimator	2,491	1,916	575	77%	23%	2,187	1,973	214	90%	10%
Clerical Supervisor	6,332	3,562	2,770	56%	44%	1,937	813	1,124	42%	58%
Typist	30,320	483	29,837	2%	98%	521	53	468	10%	90%
Sewing	11,924	753	11,171	6%	94%	502	19	483	4%	96%
Clerical Work	69,742	19,613	50,129	28%	72%	791	157	634	20%	80%
Computer Operatives	3,940	988	2,952	25%	75%	1,505	418	1,087	28%	72%
Physical Science	1,235	1,016	219	82%	18%	150	93	57	62%	38%
Engineering	5,844	5,707	137	98%	2%	366	314	52	86%	14%
Technology	261	249	12	95%	5%	72	42	30	58%	42%
Draft	3,409	3,088	321	91%	9%	357	291	66	82%	18%
Systems Analyst	3,867	2,776	1,091	72%	28%	1,146	755	391	66%	34%

It is likely that these changes reflect the growth over the 1986-1990 period of computer services as an occupational sector, the continuing movement of the engineering industry towards electronic machinery and the greater ease of female movement into new technology areas by comparison with more traditional trades.

The higher proportion of men involved in clerical type training areas (taking both clerical and clerical supervisor training into account) by comparison with their 1986 labour force peers, probably reflects the growth of employment opportunities in the business services sector. Corcoran, Sexton and O'Donoghue (1992) found that by 1990 the services sector had accounted for 80% of clerical occupations compared with 72% in 1971. The contraction in traditionally male forms of employment in agriculture, particularly, and during the early 1980s in manufacturing and construction, has probably also increased the attractiveness of clerical/administrative occupations for men.

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That said, the increase in clerical employment peaked in 1981 and has declined throughout the 1980's. Most of the decline in employment has been in the public services sector, outweighing positive trends in the business services area.

In addition, all of the decline in clerical workers in the 1980's was attributable to males, whereas the numbers of female clerical employees rose slightly during the period. Corcoran *et al* suggest that the decline in clerical employment will intensify and continue, indicating that the prospects for clerical trainees may be somewhat negative. Clerical training represents 18% of occupational activity by comparison with 14% of same in the 1990 Labour Force Survey (See Table C below). The concentration of women in this form of training is of concern in the context of the predicted continued decline of employment opportunities. The outlook for skilled production workers in the manufacturing (other than clothing) and construction sectors improved in the 1986/1990 period. While there were no significant gender shifts in the overall employment ratios, the decline in female employment in the clothing manufacturing occupations was offset by significant increases in female employment in the electrical/electronics operational areas. The female share of skilled production work in engineering, printing etc. also increased significantly over the period, albeit from a tiny baseline. (Corcoran, Sexton and O'Donoghue).

All in all, these late 1980s, early 1990's trends suggest increasing employment opportunities for women in non-traditional industrial sectors.

The training data for printing and construction workers indicate a good upwards movement for the female share of these activities over the 1990 Labour Force Survey data. (See Table C). The share of female training activity in the electrical and engineering occupational groups, however, is somewhat less than would be expected on the basis of labour force trends. This will be explored further under the sectoral discussions.

Table C

ESF Co-Financed Courses: Male & Female (1992)

Occupational Groupings	Male	Female	Total	% Male	% Female	% Total	Male as % of Total ESF	Female as % of Total ESF	Group as % of Total E
Agriculture & Forestry	4,647	408	5,055	92%	8%	100%	15%	1%	
Electrical Workers	1,848	532	2,380	78%	22%	100%	6%	2%	
Engineering Workers	1,983	50	2,033	98%	2%	100%	6%	0%	
Woodworkers	100	2	102	98%	2%	100%	0%	0%	
Textile & Clothing Workers	87	541	628	14%	86%	100%	0%	2%	
Food etc. Workers	244	65	309	79%	21%	100%	1%	0%	
Paper & Printing Workers	90	49	139	65%	35%	100%	0%	0%	
Other Workers	208	171	379	55%	45%	100%	1%	1%	
Building & Const. Workers	343	50	393	87%	13%	100%	1%	0%	
Foremen & Supervs.(Manual)	73	24	97	75%	25%	100%	0%	0%	
Transport Equip. Workers	332	18	350	95%	5%	100%	1%	0%	
Clerical Workers	1,875	3,768	5,643	33%	67%	100%	6%	12%	
Sales Workers	789	931	1,720	46%	54%	100%	3%	3%	
Service Workers	429	1,234	1,663	26%	74%	100%	1%	4%	
Admin. Exec. etc Workers	128	82	210	61%	39%	100%	0%	0%	
Prof. & Tech. Workers.	5,711	3,894	9,605	59%	41%	100%	19%	13%	
Totals	18,887	11,819	30,706	62%	38%	100%	62%	38%	

Labour Force Survey Numbers - Male & Female (1990)

Occupational Groupings	Male	Female	Total	% Male	% Female	% Total	Male as% of Total LFS	Female as % of Total LFS	Group as % of Total L
Agriculture & Forestry	155,200	13,400	168,600	92%	8%	100%	15%	1%	
Electrical Workers	32,200	10,400	42,600	76%	24%	100%	3%	1%	
Engineering Workers	51,900	4,000	55,900	93%	7%	100%	5%	0%	
Woodworkers	20,900	400	21,300	98%	2%	100%	2%	0%	
Textile & Clothing Workers	8,400	11,600	20,000	42%	58%	100%	1%	1%	
Food etc. Workers	12,900	3,700	16,600	78%	22%	100%	1%	0%	
Paper & Printing Workers	6,900	2,200	9,100	76%	24%	100%	1%	0%	
Other Workers	16,000	4,500	20,500	78%	22%	100%	2%	0%	
Building & Const. Workers	36,800	600	37,400	98%	2%	100%	4%	0%	
Foremen & Supervs.(Manual)	9,800	1,900	11,700	84%	16%	100%	1%	0%	
Transport Equip. Workers	49,300	3,600	52,900	93%	7%	100%	5%	0%	
Clerical Workers	33,000	105,100	138,100	24%	76%	100%	3%	10%	
Sales Workers	33,800	48,600	82,400	41%	59%	100%	3%	5%	
Service Workers	45,100	54,900	100,000	45%	55%	100%	4%	5%	
Admin. Exec. etc Workers	35,400	7,500	42,900	83%	17%	100%	4%	1%	
Prof. & Tech. Workers.	91,600	96,800	188,400	49%	51%	100%	9%	10%	
Totals	639,200	369,200	1,008,400	63%	37%	100%	63%	37%	

The significantly higher proportion of women estimators (which includes work study officers and quality control technicians) in the labour force, by comparison with their representation in the training statistics is noteworthy. The relative explosion in total numbers training for this occupational area by comparison with the 1986 Census statistics (see Table B) is probably due to the growth of quality control as an occupational area over the period. The low proportion of women in training for this occupational area is probably also related to the upsurge in quality control training, which is currently concentrated in the manufacturing sector. As quality control training and management extends into the services sector, more women will presumably be reflected in future training statistics for this occupational area. That said, there seems to be some basis for encouraging higher proportions of women into this area of training, in the short term.

On a more positive note, at the professional end of the occupational spectrum there is room for optimism. As can be seen from Table B above ESF co-financed training of physical scientists, engineers, technologists, draftspersons and systems analysts is attracting significantly greater female representation than the Census statistics predict. The shift in the female share of employment as technologists, from 5% in 1986, to 42% in training in 1992, is particularly encouraging, as is the increasing female share (18%) of physical scientists in training. Again, some caution needs to be applied to interpreting these figures, particularly in relation to the draftspersons, given the small numbers involved. In addition, the question as to whether these females progress into the occupations they are being trained for needs to be treated with caution. Further research focusing on the correspondence between training and occupational relevance, is required before any rigorous comparisons can be made.

These reservations aside, there seems to be a tentative basis for stating that not only do increasing levels of education increase women's representation in the workforce, but access to advanced levels of education or training facilitates greater female representation in male dominated professions. The difference between the relative improvement in gender ratios in the professional sphere by comparison with occupational areas classified at the lower professional and operative range requires further examination before any robust inferences can be made. In particular, the coding process revealed that some professional categories conceal a greater span of activity than the more narrowly defined traditional trades. For example, new and developing areas of higher skills training such as environmental engineering, ergonomics, food technology, biotechnology and so forth, have attracted greater female participation, and hence boosted female membership rates in some of the professional categories under discussion.

Training and Assigned Social Class

The assignment of social class to occupations is based on a scale devised by a working party in consultation with the Central Statistics Office. The conclusions that can be drawn from this format analysis are limited. There are well known reservations about the validity of this form of analysis. Any interpretation of these trends should be treated with caution because there are fundamental flaws in basing analysis on a system which perpetuates class distinctions. The following thus simply describes the distribution of data.

The analysis of training course by ascribed social class, (see Appendix 6; Table 16) shows that 13% of women's training preferences and 10% of men's training preferences are assigned to the higher professional category. Men's training is assigned most frequently (54%) to the Lower Professional grouping as is women's (39%). The non-manual social class grouping contains larger proportions of women (29%) than men (9%) reflecting the female dominance in clerical fields, hairdressing and computer operator fields, all of which are assigned to that class.

The male dominance of training uptake in various trades is reflected by their prominence in the skilled manual class (18% of males) by comparison with small numbers of women (2%). This trend is reversed somewhat by the higher proportions of women (14%) compared to men (8%) who, on the basis of training, are assigned to the semi-skilled grouping.

These breakdowns reflect the social and cultural value attached to various forms of training, particularly those at the lower end of the CSO assigned class scale. All of the occupations assigned to the skilled manual grouping (social class 4) are traditionally male dominated areas. Builders, bus drivers, trades workers, painters and decorators, railway and other large machine operators are classified as skilled socio-economic groups. All clothing and textile industry occupations (which are female dominated) - sewers, knitters, spinners, embroiderers, machine operators and so forth, are classified as semi-skilled. This assignment thus produces the relatively high proportion of females in the semi-skilled social class grouping.

Sectoral Analysis of Training Courses

As can be seen from Table D below, ESF co-financed training courses are strongly segregated in the agricultural, manufacture of structural metal products, transport, energy, building and civil engineering sectors. The classification by industrial group in the 1986 Census of Population Survey shows broadly similar trends for the agricultural, transport, energy and civil engineering sectors.

Table D

Comparison between Males & Females at Work, Classified by Industrial Group - Census of Population 1986, with ESF Co-Financed Training Courses, Classified by NACE Division

	Industry Group					*ESF Co-Financed Training 1992-93*				
	Total (N)	Male (N) & as % of Total M	Female (N) & as % of Total F	%Male	%Female	Total (N)	Male (N) & as % of Total ESF	Female (N) & as % of Total ESF	%Male	%Female
Agriculture Forestry Fisheries	166,937	154,601 21%	12,336 4%	93%	7%	5268	4817 25%	451 4%	91%	9%
Metal Manufacturing	71,153	50,843 7%	20,310 6%	71%	29%	4,117	3,819 20%	298 2%	93%	7%
Building & Construction	75,904	73,477 10%	2,427 .05%	97%	3%	2,149	1,817 10%	332 3%	85%	15%
Energy	14,728	13,049 2%	1,679 .05%	89%	11%	204	168 1%	36 0%	82%	18%
Extraction	8,367	8,022 1%	345 0%	96%	4%	414	232 1%	182 1%	56%	44%
Other Manufacturing	144,128	102,132 14%	41,996 12%	71%	29%	2,281	1,082 6%	1,199 10%	47%	53%
Transport	66,798	54,428 8%	12,370 4%	81%	19%	930	673 4%	257 2%	72	28
Distribution	164,110	106,215 15%	57,895 17%	65%	35%	2,330	1,071 6%	1,259 11%	46%	54%
Other Services	311,600	140,794 19%	170,806 50%	45%	55%	3,088	986 5%	2,102 18%	32%	68%
Business Services	46,069	23,689 3%	22,380 6%	51%	49%	9,925	4,222 22%	5,703 48%	43%	57%
Total	1,069,794	727,250 100%	342,544 100%	68%	32%	30,706	18,887 100%	11,819 100%	62%	38%

The business, finance and insurance services and other services (which include personal, domestic, recreational, education and research services) sectors are female dominated, as recent labour force trends would predict. The female share of

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employment in the business, finance and insurance services sector in 1986 was 49%. This was estimated to drop slightly to 47% in the 1990 Labour Force Survey. The female share of employment in other services in 1986 was 55%, and estimated to rise marginally in 1990 to 56%. The figures representing proportions of women and men in ESF co-financed training for the business sector are consistent with these trends. However, on the basis of these statistics, the proportion of women (68%) training for employment in the other services sector would, if they progress in a similar proportion, suggest a stronger upwards trend in the female share of employment for that sector.

The sectoral distribution of males and females by broad industrial sector (NACE division) illustrates that four sectors: Other manufacturing industries (which includes clothing and textiles); distributive trades and hotels and catering; other services; and business and financial services, account for 87% of women's training provision by comparison with 39% of men's (see Table D). A comparison with the Census of Population statistics in 1986 indicates that these same sectors employed 79% of women. This was estimated to rise to 84% in the 1990 Labour Force Survey. That rise was predicted on the basis of the further growth of these sectors, with the exception of the clothing and textile manufacturing sector.

Business Training and Progression Issues

In 1986, the business and financial services sector employed 6% of all females and 3% of all males in the labour force. By 1990, that proportion, on the basis of Labour Force Survey estimates had moved to 7% and 4%, respectively. The proportions of women (48%) and men (22%) in training for this sector was over 32% of all training activity. Even allowing for increases in employment opportunities over the next few years, it seems unlikely that this sector will absorb all of those in training. In 1990, the business sector was estimated to employ 5% of all those in employment.

In 1992, 9,925 ESF co-financed participants were classified as training for the business and financial services sector which represents 18% of all those in employment for this sector. It should be noted, however, that most of the training courses assigned to the financial services sector are business studies and clerical type courses. The classification of generic business courses does not lend itself to representative distribution across sectors unlike more specific training courses or post-training destination data. The representation of participants in the financial and business services sector is thus overestimated by comparison with labour force data.

It is not the purpose of this report to examine the distribution of training activity generally; however, the concentration of training on business studies, merits attention. While it is likely that the other services, manufacturing and distribution sectors will absorb a proportion of those in business training, there may be a risk that not only are women over-concentrated in particular forms of training, but training activity generally may become over-concentrated on business studies, unless it is closely monitored.

On the basis of the 1991 Higher Education Authority (HEA) survey, the first destination of business sub-degree respondents (most of whom are ESF beneficiaries) shows that 46% of respondents were in further education, 34% gained full time employment in Ireland and 9.5% were seeking employment. This survey provides no evidence that business studies sub-degree graduates by comparison with their 'other faculty' peers experienced greater difficulties progressing into employment. There were higher proportions of all sub-degree respondents in further training, however, than in employment, and to a considerable extent this may be masking employment difficulties.

Returning to business training and gender differences therein, the HEA statistics show that female award recipients were less likely than males to be seeking employment following training, suggesting that their relative sectoral over-concentration was not causing particular difficulties as regards progression into employment in 1991. At national certificate and diploma levels, significantly higher proportions of males than females progressed into further studies. This trend, taken together with the smaller proportions of females seeking employment, suggests that females have less difficulty securing employment following training, given that the female applicant pool is larger than that of males.

The HEA sectoral breakdown shows that 27% of business studies respondents were employed in manufacturing and non-service industries, 19% were employed in public services and 51% were employed in private services. Employment in the financial services sub-sector accounted for 9.5% of all those in training. The retail distribution sub-sector accounted for the highest proportion of those in employment (12.4%), followed by food processing (11%) and professional services (10.8%).

Overall, there were higher proportions of HEA surveyed women employed in public services (24% of women : 8% of men). There were higher proportions of men in the agricultural (5% male : 1% female), manufacturing (31% male : 26% female) and private service (55% male : 49% female) sectors. This indicates that the sectoral distribution of business awards recipients is considerably less convergent than the training course analysis would suggest. Female post training destinations in 1991 were more concentrated in public services than male destinations, men were more concentrated in the private services sector than women, as they were in the manufacturing and agricultural sectors. Within broad sectors, the distribution of males was more evenly disbursed across sub-sectors than that of females.

Women business award recipients' relative ease as regards progression into employment may be related to salary factors in addition to sectoral factors. There is some possibility, that women are more likely than men to accept or secure poorly paid employment positions. The HEA statistics show, for example, that women were more concentrated in the lower salary brackets than men: 87% of women business award recipients, compared to 72% of men, were concentrated in the bottom three salary categories and 6% of men were concentrated in the top three brackets, compared with 1% of women.

It should be noted that the availability of data like that contained in the HEA's Survey across all skills training measures would facilitate a more thorough analysis of women's performance in the labour market, post training.

Gender Issues arising from the Sectoral Analysis of Training Courses related to the Construction and Metal Manufacturing Sectors

The NACE classified training courses in the building and civil engineering sector show some improvement in female representativeness by comparison with the 1986 Census based statistics. In this context, the seeming drop in female participation rates in training for the metals sector by comparison with the 1986 metals sectoral classification by gender is surprising. When the more detailed breakdowns under NACE groups and similar industrial categories are examined, the difference remains. For example, taking the extreme ends of the industry - secondary transformation, treatment and coating of metals - the 1986 sectoral analysis shows a female representation rate of 10%, compared to a training - sectoral representation rate of 0% in 1992.

Similarly, the manufacture of metal goods and tools sectoral subdivision shows a 12% female participation rate in the labour force in 1986, compared to 0% of females in training under the same grouping. The parallel examination of occupational data for the same period suggests that much of the 1986 rate is accounted for by metal furniture workers, jointers, solders and coaters. The training course data suggest

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that this is not a significant feature of training provision; however, the ambiguous course titles make it difficult to state this with any certainty.

What is clear, however, is that the training activities variously titled: Manufacturing techniques; advanced manufacturing techniques; industrial skills; general engineering for operatives; sheet metal work; machine tool operative, and so forth, have female throughputs of 0% to 2%. The 7% female representation rate in training for the metal manufacturing sector is accounted for, in the main, by the electronics and manufacture of office machinery sub-categories contained under that division. The 1986 metal manufacturing sector female participation rate of 30% is achieved mainly by significant female participation rates under the sub-categories electrical engineering, manufacturing of office machinery and instrument engineering.

Further examination of the training data is required before making any strong inferences. In particular it needs to be established whether the above mentioned course titles contain metal furniture manufacturing activities of any significant dimensions.

That said, the sectoral comparison of the metal manufacturing training throughput with 1986 national female activity in the same sector, cannot be entirely due to this form of variance (assuming it exists) given the greater proportions of women in the 1986 non-metal sectoral subdivisions itemised above. In training terms this difference indicates cause for further rigorous and detailed examination of course provision under this sector, coupled with clarification of the reasons for women's seeming under representation by comparison with their peers in the labour force.

On comparison of the 1990 Labour Force Survey with ESF co-financed training for the electrical and electronics occupational groups, it appears that women represent a 22% share of training in this area and 24% of the employment share of same. Given that there has been a substantial increase in employment opportunities in the electronics occupational area recently, and that women's share of operative occupations increased significantly in the late 1980's, their under-representation in training statistics, requires attention. It should be stated, however, that the female share of the more skilled electrical and electronics training areas is slightly higher than the skilled/operative breakdown in the LFS data. This finding, notwithstanding, does not negate the need to attend to means of further and substantially increasing women's participation in the higher skills electronics and electrical training areas.

With the exception of the metals manufacturing sector, all of the broad sectors contain better gender ratios than the census data for 1986. The 15% female share of the building and construction sector represents a good upwards movement by comparison with the 1986 proportion of 3% at work in this sector. Much of this improvement is accounted for by painting and interior decorating activities. The higher numbers of females in the extraction sector training data, is largely due to their representation in the chemical industry sub-sector of that sector rather than any movement into extraction per se or preliminary processing of ores.

General Issues apropos Sectoral Segregation

In general, while the training gender ratios across sectors show improvement over the Census data, the improvements do not represent any significant movement into male dominated areas of activity. The distribution of women in training across sectors is somewhat more convergent than that of the 1986 labour market data. Specifically, women in training are more concentrated in the services sectors and the other manufacturing sector (which includes textiles and clothing) than they were in 1986. With the exception of the building and construction sector, women are slightly less evenly distributed across non-traditional sectors (as a proportion of all women in training) than their distribution in the 1986 census statistics.

In comparison with the 1990 labour force occupational group data, it can be seen that the greatest area of difference in terms of gender share, is the textile and clothing workers female training proportion of 86%, compared to a 58% share in the workforce. It also seems that women are slightly more concentrated in training for clothing and textile manufacturing (2% as a percentage of all ESF training) than they are in the labour force (1% as a percentage of the work force).

On the basis of training, women are less concentrated in the other services sector (18% of all female trainees) than they were in the 1986 census statistics (50% as a proportion of the total female workforce). Given that the health and education subsectors of this sector are not significant in terms of ESF co financed training provision, this figure greatly underestimates the importance of this sector vis-à-vis female employment generally. In addition, a considerable proportion of the over-representation of training data in the financial services sector, would need to be taken account of in relation to this sector.

Sectoral Segregation and Salary Implications

Sectoral segregation of training whilst predictable, is problematic for a number of reasons, not least because the segregation of the labour market is likely to be reproduced.

Table E
Average Weekly Earnings of Male & Female Industrial Workers Classified by Sector, September 1990

Industrial Sector	*Men £ (adult rates)*	*Women £ (adult rates)*	*Women's earnings as % of mens*
Non Metallic Products	310.44	178.41	57.47%
Chemicals (incl.m/m fibres)	330.14	177.53	53.77%
Metals & Engineering	250.44	174.88	69.83%
Food	234.49	152.04	64.84%
Drink & Tobacco	360.30	194.43	53.96%
Textile Industry	220.01	136.46	62.02%
Clothing, Footwear & Leather	177.59	119.89	67.51%
Timber & Wooden Furniture	192.37	163.99	85.25%
Paper & Printing	310.39	177.86	57.30%
Miscellaneous Industries	254.89	161.72	63.45%
Manufacturing Industries	260.09	157.79	60.67%
Mining,Quarrying & Turf	289.71	not available	not available
Transportable Goods Industries	261.27	157.79	60.39%
Electricity, Gas & Water	300.76	117.96	39.22%
All Industries	264.31	157.50	59.59%

(CSO)

There are significant differences in earning potential between sectors and within sectors for males and females, as can be seen from the table above. Interestingly, women's earnings as a proportion of male earnings is 70% in the metals sector, and highest in the timber sector at 85%, both traditionally male areas.

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In 1992, the highest average industrial wages by sector were earned by men and women in the tobacco and beverage companies (£19,800). The lowest annual wages were earned by clothing, footwear and leather workers (£7,000), the majority of whom are women. The average wage of female tobacco and beverage employees was, however, closer to the clothing sector worker at just under £13,000 than to male workers in the same sector who earned £21,500 on average.

The clothing sector in 1986 employed 31,064 of whom 18,514 (60%) were female. Changing fortunes meant that by 1990, total employment dropped to 20,200 and the female share to 58%. As has already been noted, this is one of the most segregated training areas - women comprise 86% of those in training for clothing and textile occupations. In the clothing sector women earn on average 18% less than male employees. In addition, within the clothing sector male and female occupations are strongly segregated, with women being employed primarily as machinists and males as pattern cutters. The training data, however, reveal a shift in this activity in that the vast majority of pattern cutting trainees in 1992 were female. The majority of upholstery workers were male, as might be predicted.

The beverage and tobacco companies employed 9,054 persons in 1986, of whom 1,814 (20%) were female. (CSO). The ESF training data show a similar share of females (21%). While women's wages for these occupations were higher than any other category, they represented one of the lowest as a proportion of male wages (54%) for that sector.

Main Issues Shaping the Structure of Women's Employment Pattern

Women's labour force participation generally, sectoral segregation and occupational segregation within sectors, raise a number of structural and strategic issues, such as taxation, employment legislation, social welfare provision, childcare facilities and the compulsory education system, which are outside the immediate remit of this report. It seems clear however, that equality of opportunity as regards women's participation and horizontal mobility in the workforce depends on an integrated approach to a wide range of complex issues.

Even in the absence of major reform, women's participation rate in the labour force is increasing as male employment has declined. The rate of female unemployment is rising as fast as male unemployment, however. Lower birth rates, improvements in the social welfare code and the shift away from agriculture towards a more service based economy has led to an increase in work opportunities for women over the last two decades. Walsh (1993) predicts that we are unlikely to witness the same dramatic trends of increased female labour force participation into the future, and that further increases are more likely to be due to greater availability of childcare facilities, attractive real wage rates for women and more flexible working arrangements.

The post-compulsory education and training strand of influence, a significant amount of which is ESF co-financed, has a significant potential contribution to make as regards greater facilitation of women's access to traditionally male and traditionally better paid occupations. The strength of that potential is, however, dependent on macro-economic and social policy. In particular, it is dependent on policy development which shapes and produces an employment world in which individual, organisational and societal concerns are balanced in such a way that the benefits of labour force participation are not outweighed by the costs, for any particular group, be it because of their gender or any other ancillary factor.

Conclusions drawn from Sectoral and Occupational Analysis

The prospects for women, particularly in the more advanced forms of business training, are good and will continue to improve if the growth in the financial and professional services sectors continues. The proportion of women entering professional and technical occupations is increasing. The training statistics mirror this trend, as they do the increasing representation of women within professional categories. In particular, women's share of financial and legal professions has increased substantially. Their representation in architecture, physical and life sciences and technological occupations is encouraging, and generally higher than would be predicted on the basis of labour force trends.

The outlook for women entering less skilled occupations in the financial and professional service sectors also appears to be good in that the risk of being poorly paid is less than that of any other industrial group, other than the teaching subgroup of services. However, the prospects of gaining employment following clerical type training may become increasingly negative. The extent of course provision for clerical training across agencies may need examination, particularly as regards the high proportions of women in training.

The large numbers of male and female ESF beneficiaries involved in business training generally, most of which is contained under the business, finance, insurance and legal services sector, is difficult to comment on in the absence of a more detailed analysis. This would need to include the examination of macro economic indicators, intra-sectoral and inter-sectoral trends, and non-ESF funded educational provision in this and other sectors.

While those in training appear to be progressing into further training and the labour market, the composite picture is not currently apparent, given the retrospective nature of all comparisons made, together with the increase in training numbers over the 1990-1993 period. It may be the case that this concentration outweighs future employment opportunities. In addition, there may be some risk that those in training, particularly women, are vulnerable to any downturn in activity in the above mentioned service areas.

Traditional occupations are still very segregated in training terms. For some areas, like clerical work, for example, this is not surprising given that employment prospects until recently were good and rates of pay compare favourably to other occupational areas in which women are concentrated. The proportion of males involved in both clerical training and occupations is increasing, however, and this trend will probably continue while service industries are in the ascendancy. Similarly, it could be argued that there was some wisdom underlying women's lack of integration into the traditionally male manufacturing and construction industries, in that these areas were until recently, experiencing some decline.

Women are, however, in the majority (86%) for training in the clothing and textiles sector which is in serious decline currently. As the trend towards manufacturing in countries with even lower labour costs than in Ireland continues, the prospects for women entrants in terms of either securing employment or being reasonably well paid, are poor. The numbers in training for this sector are relatively small, as a proportion of all those in training (2%), however, their immediate prospects cannot be regarded with any optimism.

The sectoral changes in employment will probably continue to have broadly positive effects for women in the short term, given their preference for service based occupations. To an extent, sectoral changes in the economy are having greater positive effects on women's participation and position in the labour market than the occupational structure of women's employment.

Women are becoming increasingly concentrated in service sectors and are progressing to higher levels of the workforce therein. Women are also increasing their training profile in non-traditional sectors. Broadly speaking, these changes are stronger for the higher professional areas of training than they are for operative training areas. Specifically, women who are training for non-traditional sectors are involved in training for new and developing technological areas in the main; women are entering engineering professions, for example, in greater numbers, but as civil, environmental, ergonomic and project manager engineers more frequently than mechanical, industrial or electronics engineers. Similarly, women are entering technological occupations in greater numbers, as food technologists, toxicologists, pharmaceutical and computer scientists. Women for the most part are still globally under-represented in these sectors, but a critical mass appears to be developing, which if rigorously encouraged might increase their share substantially, even in the short term.

ESF co-financed training, occupies the space between the compulsory/traditional degree type educational system and the industrial workplace. This training is arguably more tailored to the needs of industry and more dominated by training activity which has traditionally attracted proportionately more males than females. While it is recognised that training promoters in attempting to achieve an equitable gender balance, encounter a legacy of obstacles which pre-date any intervention they might make, the occupational and sectoral trends discussed above comprising the courses under the post-foundation skills training category, could be improved. These measures, are situated in a space where there is a real and immediate possibility of pursuing training policies which support and are inclusive of women. In addition, and as importantly, they provide a site for developing equitable training prototypes which can inform and act as a catalyst for changing the wider occupational and educational system.

Chapter 5

Conclusions

This report examined the distribution of women across ESF co-financed measures and their representation in various forms of training activity. The statistical trends that emerged were set against the backdrop of State agency views, and research findings which elaborate the complex of reasons for gender differences in the uptake of training activities. The conclusions that follow are based on the consolidation of these interacting factors.

Analysis of Submeasures by Gender

The above set of analyses were performed to explore consistent trends across similar measures. Overall, between 1990 and 1992, the highest proportion of women was involved in basic or foundation level skills training. The highest female participation rate at measure level was achieved in the Alternance programme, unsurprisingly, followed by the Local Training Initiatives, community based measure. The lowest proportion of women was involved in apprenticeship training. The proportion of women involved in continuing training measures for the employed was consistent with labour force participation rates, however, large differences in gender share are contained within this grouping, most notably in the case of women's representation in various management activities. The take up by women of allowances under the Enterprise measures has improved substantially over the period of the last CSF. In addition, women's representation compares favourably with their statistical profile in self-employment activities.

Equal Opportunities Policy and Training Provision

In Ireland, to date, equality issues have not been a central feature of human resource development provision. More globally, affirmative action has not been on the political agenda. Generally, principles of equality have been based on a more narrow perspective, or on the assumption that the removal of direct barriers, through legislation, for example, produces a climate in which equality of access can occur. That situation is changing. The current National Plan makes specific reference to the need to:

- Monitor provision for women;
- make appropriate interventions to broaden the training and educational range available to women;
- combat sex stereotyping; and
- address the development of a national childcare service.

Equal opportunities policy does not address mainstream training provision in most State agencies. Such policies are in existence in all of the agencies visited but deal in the main with internal staff issues. Equal opportunities statements and policies in general are based on the view that access to promotion and staff training is a neutral activity.

While most direct forms of discrimination have been inactivated through legislation, indirect discrimination in the workplace is frequently a reality of women's working lives. The forms indirect discrimination take are frequently subliminal, comprising attitudinal, cultural and social factors. These are complicated by economic factors which work in favour of women taking up poorly paid and atypical forms of employment.

Efforts made to tackle indirect forms of discrimination would require explicit recognition of the obstacles to women's full participation in the labour force, at all levels. In general there is a fine appreciation amongst agencies of the difficulties faced by women in the training and employment arena. What is lacking at present is systematic policy which addresses some of the numerous obstacles outlined. These difficulties are most apparent and most resistant to change in the agricultural, forestry, fisheries and apprenticeship trade sectors.

However, segregation of women is not confined to those areas and is frequently concealed at aggregate measure level. In general there is a willingness amongst agencies to consider policy interventions aimed at positive change. Their capacity to do so should, however, be taken into consideration. The development of equality policy as regards training interventions may require specialised technical support initially, in addition to funding commitments.

The implications for women entering non-traditional, male dominated forms of training are frequently daunting. The Sheffield University, Gender Issues in Technology, Guidelines for Action, makes this case succinctly:

> *'Science, technology and especially engineering have been progressed by men, by processes devised by men, towards ends established by men and are thus imbued with masculine values. To study and practice in technological fields is therefore for women to enter a masculine world, where it has been necessary to adjust to masculine ways of thinking and doing surrounded by men at all times and being constantly reminded of how little women have achieved and how odd it is for women to attempt to do so. Perhaps the wonder is not that women are under-represented in technological fields but that girls and women want to work in these fields at all!'*

This quotation highlights issues that are embedded in the statistical trends discussed in this report. It draws attention to the importance of developing mentor support systems for women and equipping training staff with the necessary skills to recognise and dispel hostility, together with the materials to positively and vigorously promote women's welcome inclusion in non-traditional fields, as trainers and as trainees.

Any meaningful attempt to address gender segregation would require a commitment to positive action strategies. Other than FÁS, none of the State agencies have a positive action programme for women in training. FÁS' positive action policy seems to be comprehensive, although the target numbers could be revised upwards. This evaluation did not examine their positive action programme in depth, so the impact is unknown. It is, however, a step in the right direction.

It is important that agencies are fully involved and committed to developing and taking ownership of appropriate policy instruments. The effectiveness of strategies devised will depend on co-operation at all levels of the organisation, from senior management through to trainers and trainees. The recommendations in the following section are made with the recognition that bi-lateral consultations between agencies and their parent Government Departments will be an important part of this process.

Women's Training Progression

Women's progression from basic training through to more specific or advanced levels of training needs attention. Significantly less women are involved in post-foundation level skills training than they are in foundation level training programmes. To an extent this is determined by the structure of some measures (SST activity was contained under Training for Women measures) and the sectoral dimension of some of the measures under the post-foundation skills grouping.

That said, on a global basis, very little has been done to actively challenge gender segregation in pre-dominantly male forms of training. The evaluation of the Alternance Programme highlighted the importance of providing back up labour market entry service, integrated with progressive training options for women who want to advance their position in the workforce. There is considerable evidence that women's labour market access and potential increase as a function of their education level. This principle should be made central to training provision for women returners and provision for women in non-traditional areas.

The access of older women and single parents merits attention. Training measures that were divided across Objectives 3 and 4, for example, show consistently lower female participation rates for Objective 3 (Adult Long Term Unemployed) portions of the measure. Live register requirements (or confusion about those requirements) are thought to have an effect on this breakdown, as are the lack of childcare facilities. In addition, the heterogeneous educational, work and home experiences of women returners need to be made a central part of training provision. FÁS' involvement in developing procedures for the accreditation of prior learning experiences is welcome in this regard.

Rural Women's Training Provision

Rural women, in particular, appear to be poorly catered for as regards their involvement in sectoral forms of training. While the desegregation of sectoral measures relating to agriculture, fisheries and forestry training is a priority, expansion of training provision into areas which meet women's enterprise and rural development training needs, for example, should also be considered in parallel fashion. It is vital that agencies do not expand training provision purely on the basis of increasing female throughput, however.

In particular, the expansion or addition of low skills, traditionally female training areas, such as retail training for example, should not substitute for measures which are congruent with women's training needs, and which foster and promote female inclusion in and contribution to key areas of the economy. The quality and economic viability of training provision, must be a primary consideration. Expanded training provision should build on successful NOW and other similar rural development initiatives as well as new and developing technology areas.

Childcare Issues

More substantial change in the gender ratios of these measures would, it is thought, require policy that facilitates the entry of women who are not currently registered as unemployed. In addition, a national policy framework which addresses childcare provision is required, most urgently in the case of single parents and women returners. The facility for co-financing childcare facilities under the Community Support Framework needs to be activated. This would require a financial commitment made at national level. While it is recognised that the £20m baseline development budget, (based on increasing child allowances by £5.00 per month for each child under five years of age) recommended by the Commission for Status of Women might seem high on initial appraisal, the economic costs of training women returners together with the costs of losing women at the peak of their productivity far outweigh that figure.

On the basis of a number of studies it seems that the development and provision of integrated childcare facilities at local level is preferable to demand side interventions such as token based systems, subsidies or tax relief schemes which favour wealthier parents. The Second Commission's proposal specifies such provision together with the appointment of childcare co-ordinators in health board regions, favourable tax incentives for capital and nursery operating costs, and the development of after school child minding services. In the context of the next training round, however, regard must be taken of the potential timelag between policy formation and the development of a national infrastructure. Consideration also needs to be given to mainstreaming and extending some of the models that have been developed under NOW. In addition, urgent short term measures, may need to be implemented. Alternate forms of support, such as the provision of vouchers, or tokens to those who are most affected by the lack of care available, may need to be provided.

Specific Measures for Women

Measure based actions for women are, in principle, worthy of consideration. Unfortunately, there seems to have been a tendency in Ireland, as well as other Member States, to engage in cosmetic recording exercises under the guise of 'measures for women'. In addition, women specific measures have been utilised to provide traditional training for women that would have happened in any case as part of mainstream provision. Measure based actions directly addressing training needs or obstacles in a strategic fashion, have not been a feature of provision to date, with the possible exception of the Alternance programme. Again, while the Alternance programme is being reviewed on the basis of the evaluation conducted, that programme also concentrated more on traditional skill areas for women.

It is recognised that integrating women into a broader range of training options is difficult. Desegregation requires considerable resources, including the development of pre-training and post-training support structures. Of equal importance is the development of relationships with employers which facilitate women's post-training progression into employment, and retention in employment thereafter. Special measure provision for women, in the absence of strategy arising from developmental activity, policy formation and pilot actions should be avoided.

The NOW initiative provided the space wherein developmental activity, policy formation and the opportunity to pilot actions were central to addressing some of women's training needs. Specific provision should be made to mainstream appropriate NOW projects, following a rigorous evaluation process. In general, however, it is thought that actions aimed at increasing women's horizontal and vertical involvement in training should be woven through mainstream measures. As Lefebvre (1993) pointed out: 'mainstreaming does not mean applying the same treatment to men and women without distinction. It means bringing in positive discrimination measures to help women whenever prior socio-economic analysis suggests this to be necessary.' (p.32).

There is a strong case for positive discrimination measures in many areas of training and company development. There is little support, however, for women only training measures, other than those which specifically address pre-entry technical skills needs or those that arise at the request of women. It was thought by many agencies that women only training further marginalises women, other than in cases which involve short-term training for specific purposes, or pilot based activities. Pre-apprentice training actions for women are a good example of appropriate and necessary intra-measure positive discrimination measures designed to help women.

The employment of positive actions is most effective at measure level. Not only is the danger of 'women being perceived as problem' abated, but more importantly, actions and effects arising from same, that permeate the mainstream process are more likely to remain after the CSF. The developmental activity that needs to take place at all levels of organisational systems, in order that women are more inclusively catered for, will, if handled sensitively, lead to actions which become a normal part of training activity.

Training of Trainers

During the 1989-1993 CSF, the Department of Education, FÁS, NRB and CERT had specific measure provision for training of trainers. Other agencies had the facility to allocate resources to the training of trainers, but in the main this facility was not extensively availed of. Under the new CSF it is vital that agencies who do not have specific measure provision for training of trainers specify a line budget for this activity. These agencies include Coillte, Teagasc and BIM, all of whom are operating in sectors distinguished by gender segregation. Part of that budget should be allocated to specialised provision of equality training. That training should include activities which foster the development of pedagogical materials and methods that are specifically tailored to women's training needs and referenced to women's life experiences.

From the evidence available, it seems that the greatest obstacle to women's increasing participation in non-traditional forms of employment is in the guise of employers' reluctance to engage women. Trainers and/or career guidance staff should thus be well equipped to overcome such resistance. They should receive experientially based training in negotiation skills. Particular attention needs to be paid to their ability to devise, negotiate and institute appropriate support measures for women in the placement and post-recruitment phase of employment.

More generally, consideration should be given to increasing the profile of women trainers in non-traditional areas. With the exception of CERT, the vast majority of trainers in training centres and institutions are male. Special efforts need to be made to increase the pool of women trainers available. Recruitment practices may need scrutiny to ensure that women applicants are encouraged and that interviewing techniques are not referenced to male experience and language, for example.

The facility to train women trainers in male dominated disciplines exists. While this might represent substantial investment for relatively few individuals, the scarcity of women trainers and the consequent message portrayed, makes this worthy of consideration. This would allow some occupational mobility across sectors and particularly into areas where women are almost invisible.

Training for People in Employment

The disbursement of grant aid to companies, whether in the form of management grants, training support scheme activity, training or recruitment grants is not, at present, imbued with strong equality strategy. The importance of instituting practices which facilitate the retention of skilled staff is becoming increasingly apparent in the context of anticipated demographic changes in the labour force over time. Equality issues are increasingly recognised as central to core business strategy. That said, the explicit recognition of the relationship between equality policy and business strategy is in its infancy in Ireland by comparison with most other North European countries.

Irish employers in receipt of ESF and State aid need to be encouraged to locate equality issues in central business objectives. The role of the respective agencies involved in disbursing funds, and providing training and accreditation will need to be carefully negotiated so that co-operative working relationships are not disrupted. In addition, the mechanisms for highlighting and increasing the profile of equality issues in benefiting companies, needs to be underwritten by an intra and inter agency consultative process.

It is difficult, on the basis of this research, to demonstrate that women employees are differentially catered for. Their under-representation in management training generally has been noted, as has their seeming under-representation in TSS operative level training. These statements need to be grounded further, however. This will require, for example, the supply of more detailed information vis-à-vis the composition of companies' workforce, job titles of those involved in training, together with information on non-co-financed activity.

The substance and content of training activity under these measures is largely unknown. In global terms this is primarily the concern of the agencies involved in disbursing funds. However, it is of relevance to the meaningful assessment of women's training profile and the effect of differential training endeavours on their occupational range and mobility by comparison with men.

The mechanisms in place for securing access to training at company level are also unknown and outside the range of this type of research. Drawing on previous research conducted with Irish companies, it seems that supervisors and managers play a crucial role in selecting persuading and supporting women's access to training. Women's uptake of various forms of training is important and requires monitoring. The vital issue, however, is not simply the proportion of women availing of training grants. What is more important is that organisations are committed to ensuring that women are involved in key areas of training.

The quality and organisational value attached to the forms of training women are involved in is of more importance than merely increasing the numbers of women involved in training. A numerical emphasis is only meaningful if it is combined with upgrading the quality and range of women's training. Comprehensive monitoring procedures, which are tailored to capturing more qualitative indicators will thus need to be implemented.

The assessment of activity should include monitoring the existence of strategies which indicate organisational commitment to the involvement of women in quality forms of training. The importance of communicating this emphasis is also underlined, so that organisations do not perceive equality actions to comprise satisfaction of numerical reporting requirements alone. These strategies would ideally include equality audit procedures, as have been outlined in the literature review section of this report.

Research has demonstrated that existing skills and abilities are frequently hidden behind gender labels. In addition the difference between the aspiration of equal access to training and the variance that exists in practice, has been illustrated. The willingness of companies to engage in equality based actions has been raised as an issue. Clearly, it is important that any future requirements do not discourage companies who might benefit organisationally and economically from such activity. The sensitive framing of equality requirements is thus essential as is the negotiation process following grant approval. The commitment of the State agencies is of paramount importance and they should be fully supported through the provision of adequate funding, should additional resources be required.

Sectoral and Occupational Trends of Women's Technical, Business and Specific Skills Training Provision

On the basis of a sectoral and occupational analysis of the main training measure provision, it is apparent that segregation increases as the level of sectoral and occupational detail increases. In other words the aggregation of data conceals pockets of significant segregation. Of most concern is the concentration of women in clerical and clothing forms of training, who may be vulnerable to the increasingly poor occupational outlook. The ratio of women involved in training for the electronics industry and other forms of skilled production work, by way of contrast, is still low. The predicted outlook for skilled production workers in the engineering, wood, printing, and construction domain is improving, following the decline of the 1980's.

Special efforts to increase women's involvement in these forms of training, particularly those who are drawn to traditionally female forms of production training, need to be made a priority. It is recognised that significant movements of women into these areas requires complementary and integrated action in the compulsory education and employment cycles. That said, practices in existence or planned, which encourage female entry, such as numerical targeting practices, skills sampling workshops, provision for pre-entry skills acquisition and training and post-training support mechanisms, are endorsed and encouraged.

On a more positive note the integration of women into less traditional higher professional and technical forms of training is encouraging. The movement of women into training for technology, mathematical and physical sciences is particularly promising. In addition, the expansion of engineering training into environmental and ergonomic fields seems to be increasing the attractiveness of that profession to women. As traditional education and training boundaries become more permeable, and increasingly interdisciplinary in form, women's potential contribution to and position in these areas will be enhanced.

While the concentration of all trainees in business forms of training needs to be monitored, it seems that the outlook for women who secure employment in the financial and professional service sectors is good. The proportion of women managers in the labour force has increased substantially and a significant share of that activity was located in these sectors.

Apprenticeship Training for Women

Apprenticeship training represents the most segregated form of training outside the broad agricultural sectors. The extent to which this is the case, is difficult to comprehend. There are no perceived or real physical barriers to women's involvement. The designated trades, while all traditionally male areas of activity, are occupational areas in which women work. The only note of encouragement is that by comparison with the 1986 Census occupational breakdown, ESF apprentice statistics are favourable. While there is much to be done as regards unravelling the barriers to young women's representation in these trades, some agencies, particularly FÁS, are to be complimented on the efforts made to date. The difficulty for any promoters involved in advancing women's position in this form of training are obvious. Enormous investment of resources is required to achieve even modest increases in throughput.

Those efforts are slowly producing gains. What is agreed to be important now is ensuring that the progress made continues under the new system. The employer led approach to apprentice recruitment, which in practice operates largely on a 'word of mouth' basis, has implications for women's equality of access. While it is relatively impossible to subvert this practice entirely, it should be stemmed. The recruitment practices of employers need to be closely monitored and regulated.

Intervention in the employment site is of primary importance. Actions which encourage sponsorship and retention of female apprentices should be encouraged. Consideration may need to be given to devising a system of sanctions which discourage employers from directly or indirectly discriminating against women.

The new standards based apprenticeship system puts employers' willingness to sponsor female trainees centre stage. Formerly, FÁS sponsored some apprentices, and in practice most female sponsorship, occurred through this strand. While the loss of this facility should be further explored and reviewed in relation to it facilitating women's entry to training for apprentice trades, the obstacles in the employment cycle still remain to be contested.

The move to examine traditional trades in which women are represented, with a view to developing standards and integrating those areas into the apprenticeship framework is welcome. Many of the female dominated occupational areas, particularly those in the clothing and personal service industries are low status and poorly paid. While incorporating some of these trades into a regulated system will probably not, in and of itself, increase wage rates, the extension of statutory employment benefits and security of tenure during apprenticeship would be a large step in the right direction.

General Points

The difficulties faced by women cannot be resolved through the training and post-compulsory educational framework alone. Interventions made in the training system will have a limited effect unless those actions are mirrored by structural and strategic changes in the compulsory education system, the labour market, organisational systems and senior management practices. The long term and interactive nature of achieving positive change is thus emphasised.

The continuation and extension of the intervention projects that have been discussed in the primary and secondary level schools system are of vital importance to the task of increasing the female applicant pool available at training entry points. Of equal if not greater importance is the attention paid to developing pedagogical approaches which challenge sex-typed attitudes and practices.

The achievement of positive change in women's working lives requires attention to matters which indirectly disfavour women's position in the labour force. The training and education cycle is but one element of a complex interacting system, the components of which are mediated by cultural and social attitudes. Furthering women's contribution to and benefits from the economy requires the political and social recognition of obstacles in existence and the will to engage in corrective action. That said, actions taken in the ESF strand of influence have a significant contribution to make as regards developing and extending prototypes aimed at progressing equality attitudes and practices.

Currently, there is no forum for discussing women's participation in ESF co-financed training measures. The aspiration to increase women's participation is contained in the National Plan but the monitoring of procedures which are designed to achieve this aim need further consideration. The current functions of the monitoring committees need to be explored in relation to their capacity to oversee equality procedures in agencies, companies and training and educational institutions. In particular, consideration should be given to their ability to assess the impact and appropriateness of various interventions.

Chapter 6

Recommendations

These recommendations have been made on the basis of the preceding analysis and some of the issues identified under the agency discussions. It is hoped that the implementation of these recommendations will improve the position of women in the 1994-1999 Community Support Framework. It is anticipated that most of the funding implications arising from these recommendations can be catered for through the application of eligible expenditure activity under the various Operational Programmes and/or through funding available under the newly created equal opportunities measure.

Forestry, Fisheries, and Agricultural Training

- The vast under-representation of women in these training and employment areas, indicates that considerable developmental work needs to be done in guiding the formulation of active equality policies. Consideration may need to be given to allocating funding to assist with this task.

- Policy needs to be extended to actively promoting representative female participation in training activities and, in advance of or in parallel to that, to working with employers, contractors and so forth vis-à-vis recruiting more women into these industries.

- Employers', farmers' and skippers' reluctance to employ or sponsor female trainees needs to be unequivocally condemned.

- Coillte, Teagasc and BIM should establish a register of employers or contractors that have favourable attitudes and practices regarding female trainees and employees.

- A facility for positively and publicly promoting employers who practice equal opportunities should be instituted.

- Coillte, Teagasc and BIM should extend their school visits programmes to include a representative proportion of single sex girls schools, and to make explicit reference and encouragements to young women to consider forestry et al as a career.

- Those staff or advisors who have a front line function as regards interfacing with potential sponsors and employees should receive specialised training in negotiation skills and in devising and implementing training and post-training supports for women.

- Agencies should ensure that no solitary woman is placed on a fishing vessel, farm or forest. Agencies should ensure that good supports are put in place for those women who are placed in 'hardline' minority occupations.

- The development of a mentoring network should be seriously considered (see general section below).

- Sanctions need to be considered in relation to those employers or sponsors who (in the absence of tangible accommodation difficulties, for example) refuse to recruit women or on recruitment make their working lives difficult.

- Mechanisms need to be put in place to foster employers' co-operation generally. Collaboration between State agencies, Statutory or Advisory Bodies and the Social Partners, on the most effective means of securing co-operation, should be considered.

- Rural women's training needs should be researched with a view to expanding course provision to take account of preferred and viable training areas that enhance women's self-employment possibilities, capacity to manage or co-partner micro or small rural enterprises, access to new technology occupational sub-sectors and so forth.

- Consideration should be given to allocating funds to appropriate primary research and pilot training projects from the newly created equal opportunities measure.

Women Returners

- In order to overcome some of the problems arising from attempts to deliver training to a heterogeneous group, and provide training that meets industry requirements, tailored to individual needs it may be necessary to aim for a combination of:

    - Training styles which facilitate self directed learning;

    - a modular format that allows continuous training and educational upgrading; and

    - rigorous pre-training, post-training assessment and career planning procedures.

- The Departments of Social Welfare, Equality and Law Reform, Enterprise and Employment and the State agencies should review any restrictions to women returners' access to training, by virtue of live register requirements.

- Every effort should be made to make women aware of progressive and non-traditional training options. This might be best provided through individualised career planning sessions. The provision of career guidance is an eligible activity and should thus be made a central feature of training provision for marginalised groups.

- Expert provision should be made for women who have special educational needs, such as literacy and numeracy, for example. The availability of these resources should be disseminated widely.

- There seems to be a tendency for foundation skills/return to work training to include modules on personal and social development. All such training should be conducted by professionally qualified staff who have a keen awareness of the ethical concerns that should guide this work in a training or educational context. While personal development work may have some validity, it is thought that an equal or greater emphasis on career planning and support, might be more appropriate.

The Training of Trainers

- Each agency should establish a formal budget line for the training of trainers and employment placement officers. Part of that budget should be devoted to training staff in equality based theory and in the implementation of appropriate actions.

- Staff training courses should equip trainers with the knowledge and skills to recognise and dispel prejudice or hostility towards women training in non-traditional areas.

- Agencies should prioritise the development of pedagogical methods and materials that ensure young women benefit from attempts to include them in areas that are traditionally male dominated.

- The pronounced lack of female instructors or educators who are beneficiaries of and providers of ESF co-financed training should become a priority site for action during the next round of activity. Women need to be encouraged to consider training as a career and the recruitment of female trainers should be rigorously encouraged.

Training for those in Employment

- Agencies involved in administering ESF co-financed grant aid and other supports to companies should state their commitment to equal opportunities on all official literature.

- Grant application forms and all other official literature related to the disbursement of grant aid should indicate that companies' commitment to equal opportunities will be assessed and monitored.

- The roles of the respective agencies involved in disbursing funds and managing training activity should be carefully negotiated in relation to their approach to encouraging and assisting the implementation of equality measures within companies.

- Companies should be encouraged to make equality policy central to business objectives.

- Companies should be encouraged to take appropriate action to ensure that women are neither excluded, nor exclude themselves from "fast track" training opportunities as provided for under various TSS and other management aided activities.

- Companies should be encouraged to institute equality audit procedures.

- With the increased emphasis on monitoring gender balance underpinned by the concurrent aim of increasing women's uptake of grant aid, it is important to ensure that agencies do not select company claims with more favourable gender ratios in order to fulfil an ESF requirement. Agencies should thus be requested to submit returns that indicate gender balance across all supported activity, i.e.: ESF co-financed and non co-financed (Exchequer funded) activity.

- Employers in receipt of management skills development grants, training grants and TSS grants should return the following gender referenced information, as relevant, for total (co-financed and non co-financed) activity:

    - ☐ Industrial sector company operates in. (Three digit NACE code).
    - ☐ The gender breakdown of their full workforce.
    - ☐ The job title of training beneficiaries by gender:
    - ☐ International parent company placements by job title and gender.

- A list of named courses employees elected or were selected to participate in, by length, by qualification/certification level and gender.

- Consideration needs to be given to gathering post training information. Annual returns should include data based on tracking a random sample of training recipients, for the following items:

    - ☐ The job title of training beneficiaries.
    - ☐ Percentage salary increase/decrease.
    - ☐ Further training uptake.

- The monitoring of equality actions is not solely a numerical activity. Information which indicates companies' commitment to equality and to involving women in quality forms of training should be gathered by the State agencies and made available for monitoring and evaluation purposes.

- The existence of equal opportunities policy, equality audit procedures, childcare support structures, parental leave arrangements in companies, should be established and collected by State agencies and made available for monitoring and evaluation purposes. (See general recommendations).

Apprenticeship Training

- Prospective employers should be required to advertise all apprenticeship places through their local FÁS office and encouraged to advertise same in the local or national newspapers.

- The specifications for entry into apprenticeship training should be examined. If technical ability or manual dexterity are a requirement, there must be imaginative or flexible ways of determining suitability other than on the basis of technical subject choices made in the compulsory education cycle.

- Women should be represented on interview panels for apprenticeship programmes.

- The bursary scheme operated by FÁS should be continued.

- The register of interested female apprentices kept by FÁS should be maintained.

- Provision should be made, if necessary, for FÁS staff to mediate with employers, and trade unions on behalf of female apprentices.

- Female apprentices should receive considerable support over the course of their training and during the immediate post-training phase.

- All agencies involved in providing apprenticeship type training should co-operate in tracking the experiences of female apprentices and female entrants into employment. Qualitative and quantitative information should be gathered and recorded by way of a research project, the findings of which should feed incrementally into improving pedagogical methods, recruitment procedures, support facilities and so forth.

- One agency should be nominated as responsible for co-ordinating the research; funding could be provided from the Equal Opportunities measure.

- Section 15 of the Employment Equality Act should be examined to establish whether this rider can be activated in relation to the sponsorship of female employees. On verification, the National Apprentice Advisory Committee should engage in consultation with the social partners vis-à-vis the positive selection of female applicants.

General

- A phased approach to implementing equality procedures should be encouraged. The nature of different sectoral difficulties needs to be managed sensitively. The following areas of activity need to progress in appropriate order, and cyclically:
    - Securing Management and Board commitment;
    - securing staff and trainee commitment;
    - equality auditing exercises;
    - developmental activity;
    - design and pilot implementation of appropriate policy instruments;
    - evaluation and review of effectiveness of same; and
    - elaboration of or disbandment of appropriate/inappropriate measures.

- Negotiations with agencies regarding the development of equal opportunities positive action policies should be conducted at the most senior organisational level. Negotiations should be conducted with a view to achieving the full co-operation of the respective Boards and executive management staff for policies agreed.

- The equal opportunities training policy agreed by the relevant agencies and organisations should be disseminated at all levels of the organisations involved, including training deliverers, placement and career guidance officers, administrative staff and trainees.

- A forum should be established to allow State agencies and Government Departments devise best practice guidelines for integrating equality actions into training.

- Agencies should identify delivery structures and systems which facilitate women's integration into segregated training measures. Some of the mechanisms discussed under the apprenticeship recommendations should be considered.

- All agencies directly involved in training women for non-traditional employment are recommended to set up a mentoring system to provide advice, support and encouragement to young women training in these areas. This would involve agencies securing employers co-operation in identifying women (working in non-traditional areas) to be invited onto a panel and subsequently form a core mentoring group of committed women from industry. The frequency of contact between the female trainees and their mentor would have to be negotiated between each pair but evaluations of similar schemes in the Scandinavian countries suggest that meetings should take place relatively frequently. Four meetings per year are suggested as a guideline. It is also recommended that trainers, male trainees and other staff are fully briefed on the mentoring scheme proposed prior to its implementation.

- If gender patterns are to be monitored in a rigorous way over the next round of activity all course titles should reflect training activity in an accurate and transparent manner.

- The ability of the current Monitoring Committee structure needs to be reviewed apropos its capacity to comprehensively assess the appropriateness and impact of qualitative and quantative equality actions. Consideration may need to be given to the most appropriate forum for monitoring gender patterns and to apposite representation on the agreed monitoring structure.

- Agencies should address their immediate and future capacity to provide the following information by gender for *a representative sample* of beneficiaries:

    - ☐ Post-training status of beneficiaries during the six month to twelve month period following training. (Unemployed, part-time, fulltime, contract employment, State aided/co-financed work experience schemes, self employment, further education/training.)

- Post-training job title; position in company, relevance of training/experience to occupation, (self rating, trainer rating).
- Qualifications on commencement and completion of training.

- The following information should be requested for *all* activity:
  - Trainee dropout rates by gender in non-traditional areas.
  - Trainee applicant numbers by gender in non-traditional training areas.
  - Gender breakdown of trainers under the Training of Trainers measure by: applicant, job title, training area, course and qualification level.

- Agencies should make provision to mainstream successful NOW projects, following a rigorous evaluation process. Such training should be open to men and women. Women's uptake should be promoted widely through community based organisations and the compulsory education system.

- Mainstreaming successful NOW projects may require that technical support is available to participating agencies/organisations during the period between pilot completion and the end of the first phase of the mainstreaming process.

- Methods of ensuring co-operation from employers should be explored by relevant Departments, State agencies, statutory bodies and the social partners. Linkages should be made between companys' demonstrated commitment to equality practice and the allocation of ESF and State funding.

- The Training for Women sub-measures are simply transfers of women registered on various Specific Skills Training courses and recorded separately under these headings. This practice has no valid purpose, it could be misinterpreted as a form of positive action at measure level and should be dropped.

- Special provision should be made for lone parents apropos their eligibility for entry to the full range of training activity on offer without any consequent risk of losing part of their social welfare entitlements. Realistic financial assistance or tokens should be provided to allow them avail of childcare facilities in the absence of appropriate arrangements being available on site.

- The feasibility of disbanding the live register requirements (where they apply), to 'women returners' should be explored by the responsible authorities. Similarly, appropriate resources should be allocated for child or elder care.

- Post Enterprise Training supports may require examination and elaboration with regard to women's progression towards business 'start up'.

Further Work

This report is an initial evaluation based on the information currently available in agencies. Follow up evaluations on women's participation in training will address the impact of training for women on their labour market experiences. The following aspects will be of particular importance:

- Post training data indicating both occupational progression and the degree of relevance to training undertaken, need to be scrutinised.
- The experiences of female beneficiaries of positive action programmes and non-traditional forms of training need to be explored.
- Trainers' awareness of equality issues together with their access to and uptake of training supports which address pedagogical approaches and materials designed to further equality objectives, need to be researched.

The exploration of these issues will provide information on salient developments over-time in the area of training provision for women.

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APPENDIX 1

QUESTIONS TO AGENCIES

Evaluation of Women's Participation in ESF Co-financed Education and Training Measures.

Draft Questions for discussion with State Agencies/ Training Providers:

Agency:____________________

Meeting Attendees____

1. - What are the perceived obstacles to women's increasing participation in non-traditional areas of: education; training and higher skills levels of the workforce?

2. - What kinds of actions need to be taken, and at what level, to adjust the bias that exists?

3. - What, if any policy informs state agencies/providers attempts to adjust gender bias in training uptake?

4. - What, if any, policy informs state agencies/providers practice in promoting and establishing representative participation across sectoral/occupational/training headings?

5. - How is policy communicated through the agency- to training providers, trainers, trainees/students, community/wider ecosystem?

6. - What specific goals 1) qualitative, 2) quantitative have agencies / organisations set for increasing women's opportunities in training?

How are those goals communicated through the agency- to the training provider, trainers, trainees?

How is progress towards those goals assessed / measured?

7. - What is the organisation's attitude to positive/affirmative action programmes?

8. - Are there any explicit means of encouragement for women to enrol on management or higher skills development training courses?

9. - Are there any plans or explicit means of encouragement for women to train for future oriented jobs across economic sectors (i.e. new technology etc)?

10.- Do agencies specify any numerical targets for women on non-traditional or management training courses?

How are these determined?

What are they?

11.- What is the organisation's attitude to women only courses (non-traditional/grossly under-represented areas)?

Does the organisation have any policy or plans in this area?

Are there any women only courses or plans for women only courses in areas of non traditional training?

What are they?

12.- Are there any skills sampler/taster opportunities in non-traditional and new technology courses, for women?

13.- Does the organisation have an equal opportunities department/ committee/ manager/ officer? (fulltime/part-time)

14.- Has there been any staff training courses run in equal opportunities theory and practice?

15.- Does the organisation conduct school visits/ liaise with second level schools re encouragements to young women/men's involvement in non-traditional training/education?

16.- Does the organisation/agency have any strategies (in existence or planned) designed to overcome employers perceived reluctance to employ women in non-traditional areas? (Examples might include any lobbying activities, seminars or workshops etc.)

17.- Does the organisation monitor/track women's placement in non-traditional sectors or industries?

18.- Does the agency/organisation record/collect data on post training placement relevance?

19.- Does or how does course literature communicate "gender friendly" messages?

ANALYSIS OF ESF CO-FINANCED MEASURES BY GROUPED CATEGORIES

APPENDIX 2

TABLE 1

YEAR	GROUP NAME	CODE	AGENCY	MALE	FEMALE	TOTAL	%MALE	%FEMALE	% TOTAL
1990	**Basic/Foundation Skills Training**	1							
	Vocational Prep & Training		DEPT EDUCATION	10,466	12,791	23,257	45.00%	55.00%	100.00%
	V T O S (OB 3)		DEPT EDUCATION	192	62	254	75.59%	24.41%	100.00%
	Youthreach		DEPT EDUCATION	427	336	763	55.96%	44.04%	100.00%
	V.T.O.S (OB 4)		DEPT EDUCATION	58	45	103	56.31%	43.69%	100.00%
	Alternance Training		FAS	343	1,642	1,985	17.28%	82.72%	100.00%
	Training for Women (OB 3)		FAS	0	313	313	0.00%	100.00%	100.00%
	Youthreach		FAS	5,130	2,667	7,797	65.79%	34.21%	100.00%
	Skills Foundation		FAS	603	314	917	65.76%	34.24%	100.00%
	Training for Women (OB 4)		FAS	0	316	316	0.00%	100.00%	100.00%
	Basic Skills		CERT	407	441	848	48.00%	52.00%	100.00%
	Early School Leavers		CERT	30	19	49	61.22%	38.78%	100.00%
	Level 1 (U/25)		NRB	416	417	833	49.94%	50.06%	100.00%
	Level 1 (O/25)		NRB	233	233	466	50.00%	50.00%	100.00%
	Adult Ex-Offenders		DEPT JUSTICE	27	0	27	100.00%	0.00%	100.00%
	Young Ex-Offenders		DEPT JUSTICE	57	0	57	100.00%	0.00%	100.00%
	Group 1 Totals			**18,389**	**19,596**	**37,985**	**48.41%**	**51.59%**	**100.00%**
1990	**Post Foundation Skills Training**	2							
	Middle Level Technician		DEPT EDUCATION	8,104	5,725	13,829	58.60%	41.40%	100.00%
	Higher Tech & Business Skills		DEPT EDUCATION	3,563	2,838	6,401	55.66%	44.34%	100.00%
	Advanced Technical Skills		DEPT EDUCATION	1,129	481	1,610	70.12%	29.88%	100.00%
	Transnational		DEPT EDUCATION	19	62	81	23.46%	76.54%	100.00%
	Specific Skills Training		FAS	7,773	2,732	10,505	73.99%	26.01%	100.00%
	Specific Skills Training (OB 3)		FAS	99	34	133	74.44%	25.56%	100.00%
	Specific Skills Training (OB 4)		FAS	2,042	1,062	3,104	65.79%	34.21%	100.00%
	Full Time Craft		CERT	606	884	1,490	40.67%	59.33%	100.00%
	Advanced Mid-Level Skills		CERT	39	42	81	48.15%	51.85%	100.00%
	Management		CERT	157	157	314	50.00%	50.00%	100.00%
	Agriculture Training		TEAGASC	7,441	1,194	8,635	86.17%	13.83%	100.00%
	Amenity Horticulture		TEAGASC	82	25	107	76.64%	23.36%	100.00%
	Fishery Training		BIM	783	85	868	90.21%	9.79%	100.00%
	Level 2 (U/25)		NRB	642	641	1,283	50.04%	49.96%	100.00%
	Level 2 (O/25)		NRB	325	324	649	50.08%	49.92%	100.00%
	Level 3 (U/25)		NRB	75	74	149	50.34%	49.66%	100.00%
	Level 3 (O/25)		NRB	29	30	59	49.15%	50.85%	100.00%
	Aer Lingus Training		AER LINGUS	43	8	51	84.31%	15.69%	100.00%
	Craftworkers Training		CRAFTS COUNCIL	5	6	11	45.45%	54.55%	100.00%
	Group 2 Totals			**32,956**	**16,404**	**49,360**	**66.77%**	**33.23%**	**100.00%**

1990	**Work Experience/Preparation for Work**	**3**							
	Transnational		FAS	81	30	111	72.97%	27.03%	100.00%
	Social Employment Scheme		FAS	9,258	1,766	11,024	83.98%	16.02%	100.00%
	Group 3 Totals			**9,339**	**1,796**	**11,135**	**83.87%**	**16.13%**	**100.00%**
1990	**Enterprise Support Measures & Employment Grants**	**4**							
	Enterprise Training		FAS	874	1,206	2,080	42.02%	57.98%	100.00%
	Local Training Initiatives		FAS	694	1,700	2,394	28.99%	71.01%	100.00%
	Enterprise		FAS	2,128	406	2,534	83.98%	16.02%	100.00%
	Community Enterprise		FAS	149	124	273	54.58%	45.42%	100.00%
	Employment Incentive Scheme		FAS	944	1,313	2,257	41.83%	58.17%	100.00%
	Graduate Placement		FAS	80	9	89	89.89%	10.11%	100.00%
	Recruitment Incentives		IDA	731	715	1,446	50.55%	49.45%	100.00%
	Recruitment Incentives		SFADCO	160	168	328	48.78%	51.22%	100.00%
	Recruitment Incentives		UDARAS	47	101	148	31.76%	68.24%	100.00%
	Enterprise		CERT	9	10	19	47.37%	52.63%	100.00%
	Group 4 Totals			**5,816**	**5,752**	**11,568**	**50.28%**	**49.72%**	**100.00%**
1990	**Apprenticeships**	**5**							
	Apprenticeship Training		DEPT.EDUCATION	2,299	13	2,312	99.44%	0.56%	100.00%
	Apprenticeship Training		FAS	6,154	35	6,189	99.43%	0.57%	100.00%
	ESB Craft Training		ESB	25	5	30	83.33%	16.67%	100.00%
	Group 5 Totals			**8,478**	**53**	**8,531**	**99.38%**	**0.62%**	**100.00%**
1990	**Continuing Training for Employed**	6							
	Middle Level Retraining		DEPT.EDUCATION	4,184	1,831	6,015	69.56%	30.44%	100.00%
	Training of Third Level Staff		DEPT.EDUCATION	238	74	312	76.28%	23.72%	100.00%
	Industrial Restructuring		FAS	8,757	3,243	12,000	72.98%	27.03%	100.00%
	Training of FAS Trainers		FAS	118	10	128	92.19%	7.81%	100.00%
	Training Grants		IDA	1,335	1,178	2,513	53.12%	46.88%	100.00%
	Mgmt. Dev. Grants		IDA	85	12	97	87.63%	12.37%	100.00%
	Training Grants		SFADCO	609	188	797	76.41%	23.59%	100.00%
	Mgmt. Dev. Grants		SFADCO	9	0	9	100.00%	0.00%	100.00%
	Training Grants		UDARAS	200	160	360	55.56%	44.44%	100.00%
	Mgmt. Dev. Courses		IMI	282	50	332	84.94%	15.06%	100.00%
	Short Term Industry		CERT	1,460	1,459	2,919	50.02%	49.98%	100.00%
	Day & 2 Day Release		CERT	203	341	544	37.32%	62.68%	100.00%
	Medium Term Industry		CERT	501	335	836	59.93%	40.07%	100.00%
	Advanced Skills Formal		CERT	29	70	99	29.29%	70.71%	100.00%
	Trainee Exchange		CERT	103	84	187	55.08%	44.92%	100.00%
	Languages		CERT	53	77	130	40.77%	59.23%	100.00%
	Group 6 Totals			**18,166**	**9,112**	**27,278**	**66.60%**	**33.40%**	**100.00%**
	1990 Total for all Groups			**93,144**	**52,713**	**145,857**	**63.86%**	**36.14%**	**100.00%**

1991	**Basic/Foundation Skills Training**	1							
	Vocational Prep. & Training		DEPT.EDUCATION	13,572	14,874	28,446	47.71%	52.29%	100.00%
	V.T.O.S (OB 3)		DEPT.EDUCATION	337	145	482	69.92%	30.08%	100.00%
	Youthreach		DEPT.EDUCATION	2,118	1,504	3,622	58.48%	41.52%	100.00%
	V.T.O.S (OB 4)		DEPT.EDUCATION	187	133	320	58.44%	41.56%	100.00%
	Alternance Training		FAS	343	1,672	2,015	17.02%	82.98%	100.00%
	Training for Women (OB 3)		FAS	0	345	345	0.00%	100.00%	100.00%
	Youthreach		FAS	2,803	1,510	4,313	64.99%	35.01%	100.00%
	Skills Foundation		FAS	878	473	1,351	64.99%	35.01%	100.00%
	Training for Women (OB 4)		FAS	0	308	308	0.00%	100.00%	100.00%
	Basic Skills		CERT	443	564	1,007	43.99%	56.01%	100.00%
	Early School Leavers		CERT	347	442	789	43.98%	56.02%	100.00%
	Level 1 (U/25)		NRB	605	476	1,081	55.97%	44.03%	100.00%
	Level 1 (O/25)		NRB	376	231	607	61.94%	38.06%	100.00%
	Adult Ex-Offenders		DEPT.JUSTICE	52	0	52	100.00%	0.00%	100.00%
	Young Ex-Offenders		DEPT.JUSTICE	31	0	31	100.00%	0.00%	100.00%
	Group 1 Totals			**22,092**	**22,677**	**44,769**	**49.35%**	**50.65%**	**100.00%**
1991	**Post Foundation Skills Training**	2							
	Middle Level Technician		DEPT.EDUCATION	8,285	6,199	14,484	57.20%	42.80%	100.00%
	Higher Tech. & Business Skills		DEPT.EDUCATION	3,922	2,935	6,857	57.20%	42.80%	100.00%
	Advanced Technical Skills		DEPT.EDUCATION	1,143	884	2,027	56.39%	43.61%	100.00%
	Transnational		DEPT.EDUCATION	27	55	82	32.93%	67.07%	100.00%
	Specific Skills Training		FAS	6,003	3,487	9,490	63.26%	36.74%	100.00%
	Specific Skills Training (OB 3)		FAS	127	232	359	35.38%	64.62%	100.00%
	Specific Skills Training (OB 4)		FAS	1,542	830	2,372	65.01%	34.99%	100.00%
	Full Time Craft		CERT	608	912	1,520	40.00%	60.00%	100.00%
	Advance Mid-Level Skills		CERT	13	18	31	41.94%	58.06%	100.00%
	Management		CERT	161	162	323	49.85%	50.15%	100.00%
	Agriculture Training		TEAGASC	6,563	649	7,212	91.00%	9.00%	100.00%
	Amenity Horticulture		TEAGASC	94	27	121	77.69%	22.31%	100.00%
	Fishery Training		BIM	600	45	645	93.02%	6.98%	100.00%
	Level 2 (U/25)		NRB	702	530	1,232	56.98%	43.02%	100.00%
	Level 2 (O/25)		NRB	434	255	689	62.99%	37.01%	100.00%
	Level 3 (U/25)		NRB	119	64	183	65.03%	34.97%	100.00%
	Level 3 (O/25)		NRB	39	22	61	63.93%	36.07%	100.00%
	Aer Lingus Training		AER LINGUS	37	12	49	75.51%	24.49%	100.00%
	Craftworkers Training		CRAFT COUNCIL	8	14	22	36.36%	63.64%	100.00%
	Group 2 Totals			**30,427**	**17,332**	**47,759**	**63.71%**	**36.29%**	**100.00%**
1991	**Work Experience/Prep for Work**	3							
	Transnational		FAS	47	64	111	42.34%	57.66%	100.00%
	Social Employment Scheme		FAS	11,578	2,745	14,323	80.84%	19.16%	100.00%
	Group 3 Totals			**11,625**	**2,809**	**14,434**	**80.54%**	**19.46%**	**100.00%**

1991	**Enterprise Support Measures & Employment Grants**	**4**							
	Enterprise Training		FAS	832	1,132	1,964	42.36%	57.64%	100.00%
	Local Training Initiatives		FAS	555	1,600	2,155	25.75%	74.25%	100.00%
	Enterprise		FAS	1,241	351	1,592	77.95%	22.05%	100.00%
	Community Enterprise		FAS	24	111	135	17.78%	82.22%	100.00%
	Employment Incentive Scheme		FAS	1,720	569	2,289	75.14%	24.86%	100.00%
	Graduate Placement		FAS	47	17	64	73.44%	26.56%	100.00%
	Recruitment Incentives		IDA	868	708	1,576	55.08%	44.92%	100.00%
	Recruitment Incentives		SFADCO	107	115	222	48.20%	51.80%	100.00%
	Recruitment Incentives		UDARAS	113	55	168	67.26%	32.74%	100.00%
	Enterprise		CERT	3	7	10	30.00%	70.00%	100.00%
	Group 4 Totals			**5,510**	**4,665**	**10,175**	**54.15%**	**45.85%**	**100.00%**
1991	**Apprenticeships**	**5**							
	Apprenticeship Training		DEPT.EDUCATION	9,058	123	9,181	98.66%	1.34%	100.00%
	Apprenticeship Training		FAS	1,540	28	1,568	98.21%	1.79%	100.00%
	ESB Craft Training		ESB	26	4	30	86.67%	13.33%	100.00%
	Group 5 Totals			**10,624**	**155**	**10,779**	**98.56%**	**1.44%**	**100.00%**
1991	**Continuing Training for Employed**	**6**							
	Middle Level Retraining		DEPT.EDUCATION	4,808	2,824	7,632	63.00%	37.00%	100.00%
	Training of Third Level Staff		DEPT.EDUCATION	412	42	454	90.75%	9.25%	100.00%
	Industrial Restructuring		FAS	12,449	4,783	17,232	72.24%	27.76%	100.00%
	Training of FAS Trainers		FAS	93	12	105	88.57%	11.43%	100.00%
	Training Grants		IDA	1,756	1,754	3,510	50.03%	49.97%	100.00%
	Mgmt. Dev. Grants		IDA	204	41	245	83.27%	16.73%	100.00%
	Training Grants		SFADCO	284	399	683	41.58%	58.42%	100.00%
	Mgmt. Dev. Grants		SFADCO	11	0	11	100.00%	0.00%	100.00%
	Training Grants		UDARAS	293	235	528	55.49%	44.51%	100.00%
	Mgmt. Dev. Courses		IMI	104	26	130	80.00%	20.00%	100.00%
	Short Term Industry		CERT	1,938	1,939	3,877	49.99%	50.01%	100.00%
	Day & 2 Day Release		CERT	266	299	565	47.08%	52.92%	100.00%
	Medium Term Industry		CERT	344	229	573	60.03%	39.97%	100.00%
	Advanced Skills Formal		CERT	33	90	123	26.83%	73.17%	100.00%
	Trainee Exchange		CERT	95	41	136	69.85%	30.15%	100.00%
	Languages		CERT	101	102	203	49.75%	50.25%	100.00%
	Forestry Training		COILLTE	1,116	75	1,191	93.70%	6.30%	100.00%
	Training of Trainers U/25		NRB	112	100	212	52.83%	47.17%	100.00%
	Training of Trainers O/25		NRB	50	50	100	50.00%	50.00%	100.00%
	Group 6 Totals			**24,469**	**13,041**	**37,510**	**65.23%**	**34.77%**	**100.00%**
	1991 Total for all Groups			**104,747**	**60,679**	**165,426**	**63.32%**	**36.68%**	**100.00%**

1992	**Basic/Foundation Skills Training**	**1**							
	V.T.O.S.(OB 3)		DEPT.EDUCATION	564	330	894	63.09%	36.91%	100.00%
	Youthreach		DEPT.EDUCATION	2,260	1,604	3,864	58.49%	41.51%	100.00%
	Vocational Prep & Training		DEPT.EDUCATION	15,503	14,553	30,056	51.58%	48.42%	100.00%
	V.T.O.S. (OB 4)		DEPT.EDUCATION	314	215	529	59.36%	40.64%	100.00%
	Alternance Training		FAS	116	948	1,064	10.90%	89.10%	100.00%
	Training for Women (OB 3)		FAS	0	382	382	0.00%	100.00%	100.00%
	Youthreach		FAS	4,242	2,149	6,391	66.37%	33.63%	100.00%
	Skills Foundation		FAS	536	481	1,017	52.70%	47.30%	100.00%
	Training for Women (OB 4)		FAS	0	404	404	0.00%	100.00%	100.00%
	Basic Skills		CERT	471	599	1,070	44.02%	55.98%	100.00%
	Early School Leavers		CERT	346	440	786	44.02%	55.98%	100.00%
	Adult Ex-Offenders		DEPT.JUSTICE	64	0	64	100.00%	0.00%	100.00%
	Young Ex-Offenders		DEPT.JUSTICE	43	0	43	100.00%	0.00%	100.00%
	Level 1 U/25		NRB	676	511	1,187	56.95%	43.05%	100.00%
	Level 1 O/25		NRB	463	286	749	61.82%	38.18%	100.00%
	Group 1 Totals			**25,598**	**22,902**	**48,500**	**52.78%**	**47.22%**	**100.00%**
1992	**Post Foundation Skills Training**	**2**							
	Middle Level Technician		DEPT.EDUCATION	8,013	5,838	13,851	57.85%	42.15%	100.00%
	Higher Tech. & Business Skills		DEPT.EDUCATION	3,820	3,067	6,887	55.47%	44.53%	100.00%
	Advanced Tech. Skills		DEPT.EDUCATION	1,027	743	1,770	58.02%	41.98%	100.00%
	Transnational		DEPT.EDUCATION	36	61	97	37.11%	62.89%	100.00%
	Specific Skills Training		FAS	4,510	3,535	8,045	56.06%	43.94%	100.00%
	Job Training Scheme		FAS	259	158	417	62.11%	37.89%	100.00%
	Specific Skills Training (OB 3)		FAS	293	77	370	79.19%	20.81%	100.00%
	Specific Skills Training (OB 4)		FAS	1,455	728	2,183	66.65%	33.35%	100.00%
	Full Time Craft		CERT	611	917	1,528	39.99%	60.01%	100.00%
	Advanced Mid-Level Skills		CERT	11	15	26	42.31%	57.69%	100.00%
	Management		CERT	175	175	350	50.00%	50.00%	100.00%
	Agriculture Training		TEAGASC	8,464	858	9,322	90.80%	9.20%	100.00%
	Amenity Horticulture		TEAGASC	96	34	130	73.85%	26.15%	100.00%
	Fishery Training		BIM	995	219	1,214	81.96%	18.04%	100.00%
	Aer Lingus Training		AER LINGUS	131	13	144	90.97%	9.03%	100.00%
	Craftworkers Training		CRAFT COUNCIL	10	17	27	37.04%	62.96%	100.00%
	Level 2 U/25		NRB	587	466	1,053	55.75%	44.25%	100.00%
	Level 2 O/25		NRB	444	292	736	60.33%	39.67%	100.00%
	Level 3 U/25		NRB	122	59	181	67.40%	32.60%	100.00%
	Level 3 O/25		NRB	60	25	85	70.59%	29.41%	100.00%
	Group 2 Totals			**31,119**	**17,297**	**48,416**	**64.27%**	**35.73%**	**100.00%**
1992	**Work Experience/Prep for Work**	**3**							
	Transnational		FAS	26	34	60	43.33%	56.67%	100.00%
	Group 3 Totals			**26**	**34**	**60**	**43.33%**	**56.67%**	**100.00%**

1992	**Enterprise Support Measures & Employment Grants**	**4**							
	Enterprise Training		FAS	751	856	1,607	46.73%	53.27%	100.00%
	Local Training Initiatives		FAS	554	1,750	2,304	24.05%	75.95%	100.00%
	Enterprise		FAS	1,268	374	1,642	77.22%	22.78%	100.00%
	Community Enterprise		FAS	49	40	89	55.06%	44.94%	100.00%
	Employment Incentive Scheme		FAS	1,360	542	1,902	71.50%	28.50%	100.00%
	Graduate Placement		FAS	45	12	57	78.95%	21.05%	100.00%
	Employment Subsidy Scheme		FAS	388	231	619	62.68%	37.32%	100.00%
	Recruitment Incentives		IDA	578	511	1,089	53.08%	46.92%	100.00%
	Recruitment Incentives		SFADCO	91	116	207	43.96%	56.04%	100.00%
	Recruitment Incentives		UDARAS	121	73	194	62.37%	37.63%	100.00%
	Enterprise		CERT	4	9	13	30.77%	69.23%	100.00%
	Group 4 Totals			**5,209**	**4,514**	**9,723**	**53.57%**	**46.43%**	**100.00%**
1992	**Apprenticeships**	**5**							
	Apprenticeship Training		DEPT.EDUCATION	9,570	136	9,706	98.60%	1.40%	100.00%
	Apprenticeship Training		FAS	2,073	50	2,123	97.64%	2.36%	100.00%
	ESB Craft Training		ESB	26	4	30	86.67%	13.33%	100.00%
	Group 5 Totals			**11,669**	**190**	**11,859**	**98.40%**	**1.60%**	**100.00%**
1992	**Continuing Training for Employed**	**6**							
	Middle Level Retraining		DEPT.EDUCATION	3,128	1,980	5,108	61.24%	38.76%	100.00%
	Industrial Restructuring		FAS	13,300	5,702	19,002	69.99%	30.01%	100.00%
	Training Grants		IDA	2,006	1,831	3,837	52.28%	47.72%	100.00%
	Mgmt. Dev. Grants		IDA	260	32	292	89.04%	10.96%	100.00%
	Training Grants		SFADCO	393	218	611	64.32%	35.68%	100.00%
	Mgmt. Dev. Grants		SFADCO	35	8	43	81.40%	18.60%	100.00%
	Training Grants		UDARAS	248	220	468	52.99%	47.01%	100.00%
	Mgmt. Dev. Courses		IMI	352	62	414	85.02%	14.98%	100.00%
	Short Term Industry		CERT	1,730	1,730	3,460	50.00%	50.00%	100.00%
	Day & 2 Day Release		CERT	273	308	581	46.99%	53.01%	100.00%
	Medium Term Industry		CERT	329	219	548	60.04%	39.96%	100.00%
	Advanced Skills Formal		CERT	26	72	98	26.53%	73.47%	100.00%
	Trainee Exchange		CERT	127	55	182	69.78%	30.22%	100.00%
	Languages		CERT	88	88	176	50.00%	50.00%	100.00%
	Forestry Training		COILLTE	1,322	84	1,406	94.03%	5.97%	100.00%
	Training of FAS Trainers		FAS	669	110	779	85.88%	14.12%	100.00%
	Induction-Staff Tallaght RTC		DEPT.EDUCATION	561	62	623	90.05%	9.95%	100.00%
	Training of Third Level Staff		DEPT.EDUCATION	442	49	491	90.02%	9.98%	100.00%
	Training of Trainers U/25		NRB	168	168	336	50.00%	50.00%	100.00%
	Training of Trainers O/25		NRB	94	94	188	50.00%	50.00%	100.00%
	Group 6 Totals			**25,551**	**13,092**	**38,643**	**66.12%**	**33.88%**	**100.00%**
	1992 Total for all Groups			**99,172**	**58,029**	**157,201**	**63.09%**	**36.91%**	**100.00%**
	TOTAL ALL YEARS			**297,063**	**171,421**	**468,484**	**63.41%**	**36.59%**	**100.00%**

SUMMARY

YEAR	GROUP NAME	CODE	MALE	FEMALE	TOTAL	%MALE	%FEMALE	% TOTAL
1990	Basic/Foundation Skills Training	1	18,389	19,596	37,985	48.41%	51.59%	100.00%
	Post Foundation Skills Training	2	32,956	16,404	49,360	66.77%	33.23%	100.00%
	Work Experience/Prep for Work	3	9,339	1,796	11,135	83.87%	16.13%	100.00%
	Enterprise Support Schemes	4	5,816	5,752	11,568	50.28%	49.72%	100.00%
	Apprenticeships	5	8,478	53	8,531	99.38%	0.62%	100.00%
	Cont. Training for Employed	6	18,166	9,112	27,278	66.60%	33.40%	100.00%
	1990 Total for all Groups		**93,144**	**52,713**	**145,857**	**63.86%**	**36.14%**	**100.00%**
1991	Basic/Foundation Skills Training	1	22,092	22,677	44,769	49.35%	50.65%	100.00%
	Post Foundation Skills Training	2	30,427	17,332	47,759	63.71%	36.29%	100.00%
	Work Experience/Prep for Work	3	11,625	2,809	14,434	80.54%	19.46%	100.00%
	Enterprise Support Schemes	4	5,510	4,665	10,175	54.15%	45.85%	100.00%
	Apprenticeships	5	10,624	155	10,779	98.56%	1.44%	100.00%
	Cont. Training for Employed	6	24,469	13,041	37,510	65.23%	34.77%	100.00%
	1991 Total for all Groups		**104,747**	**60,679**	**165,426**	**63.32%**	**36.68%**	**100.00%**
1992	Basic/Foundation Skills Training	1	25,598	22,902	48,500	52.78%	47.22%	100.00%
	Post Foundation Skills Training	2	31,119	17,297	48,416	64.27%	35.73%	100.00%
	Work Experience/Prep for Work	3	26	34	60	43.33%	56.67%	100.00%
	Enterprise Support Schemes	4	5,209	4,514	9,723	53.57%	46.43%	100.00%
	Apprenticeships	5	11,669	190	11,859	98.40%	1.60%	100.00%
	Cont. Training for Employed	6	25,551	13,092	38,643	66.12%	33.88%	100.00%
	1992 Total for all Groups		**99,172**	**58,029**	**157,201**	**63.09%**	**36.91%**	**100.00%**
	1990 Total for all Groups		93,144	52,713	145,857	63.86%	36.14%	100.00%
	1991 Total for all Groups		104,747	60,679	165,426	63.32%	36.68%	100.00%
	1992 Total for all Groups		99,172	58,029	157,201	63.09%	36.91%	100.00%
	Cumulative Totals		297,063	171,421	468,484	63.41%	36.59%	100.00%

APPENDIX 3

SECTORAL ANALYSIS OF TRAINING COURSES

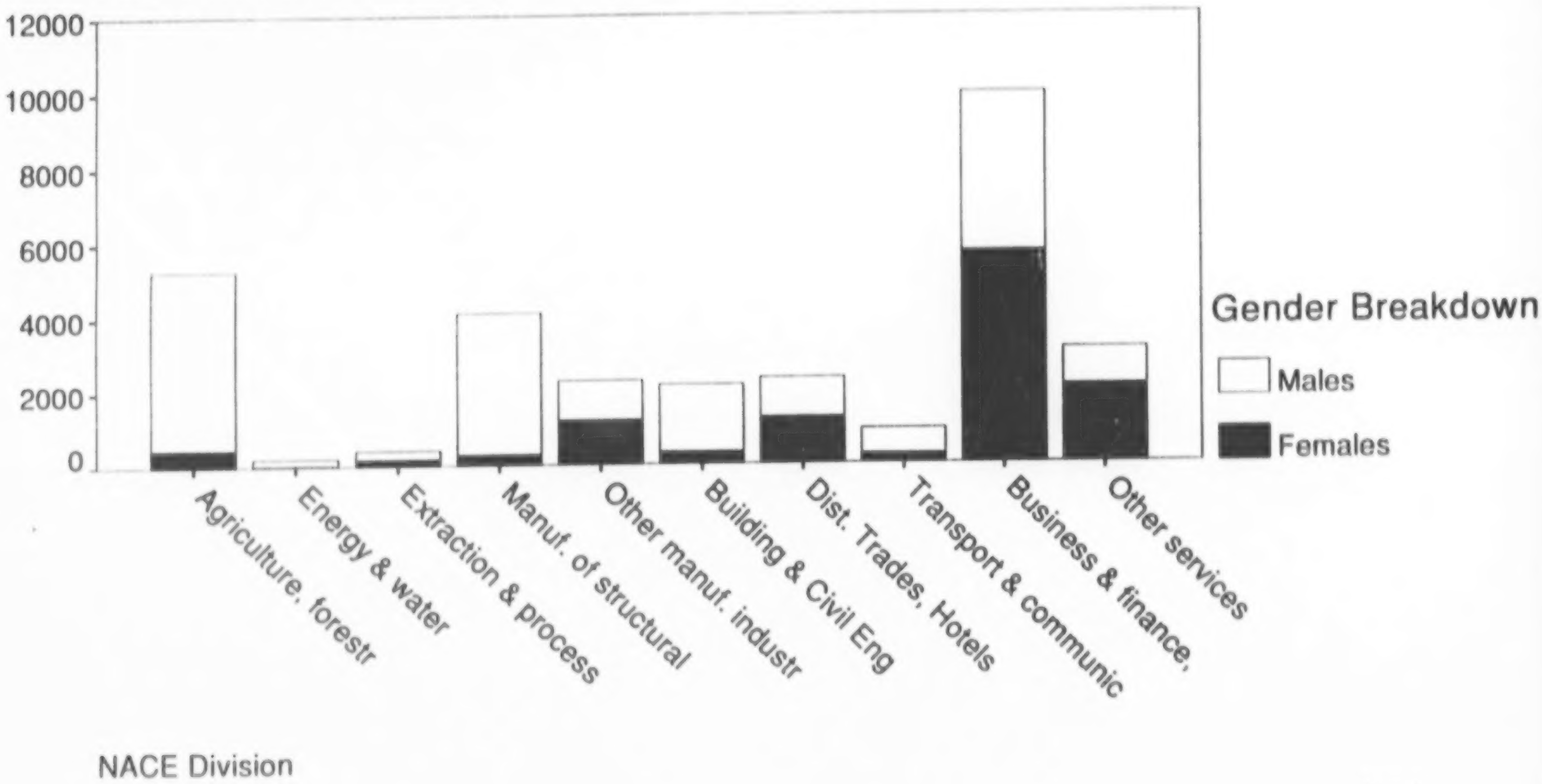
NACE DIVISION BY GENDER

TABLE 2

NACE Division	**Number of Female Participants**	**Number of Male Participants**
Agriculture, Forestry & Fishing	451	4817
Energy & Water	36	168
Extraction & Processing of Non-Energy-Producing Minerals & Derived Products	182	232
Manufacture of Structural Metal Products	298	3819
Other Manufacturing Industries	1199	1082
Building & Civil Engineering	332	1817
Distributive Trades, Hotels, Catering, Repairs	1259	1071
Transport & Communications	257	673
Banking & Finance, Insurance, Business Services, Renting	5703	4222
Other Services	2102	986
Total	11819	18887

Appendix 3. Figure 1.

NACE Division by Gender.



SECTORAL ANALYSIS OF TRAINING COURSES

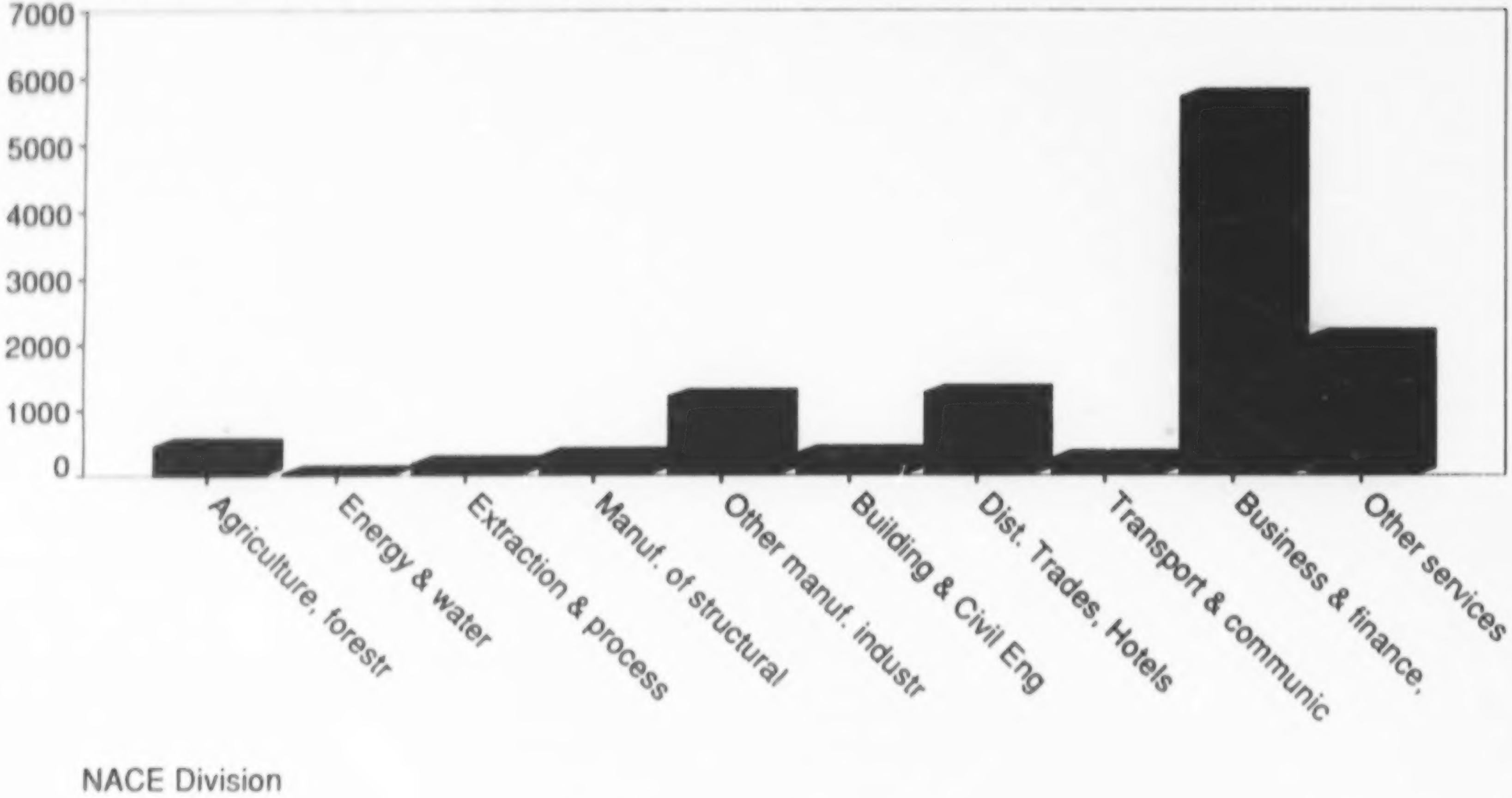
NACE DIVISION BY FEMALE (FREQUENCIES)

TABLE 3

Value Label	Frequency	Valid Percent
Energy & Water	36	0.3
Extraction & Processing of Non - Energy-Producing Minerals & Derived Products	182	1.5
Transport & Communications	257	2.2
Manufacture of Structural Metal Products	298	2.5
Building & Civil Engineering	332	2.8
Agriculture, Forestry & Fishing	451	3.8
Other Manufacturing Industries	1199	10.1
Distributive Trades, Hotels, Catering, Repairs	1259	10.7
Other Services	2102	17.8
Banking & Finance, Insurance, Business Services, Renting	5703	48.3
Total	11819	100

Appendix 3. Figure 2.

NACE Division Female.



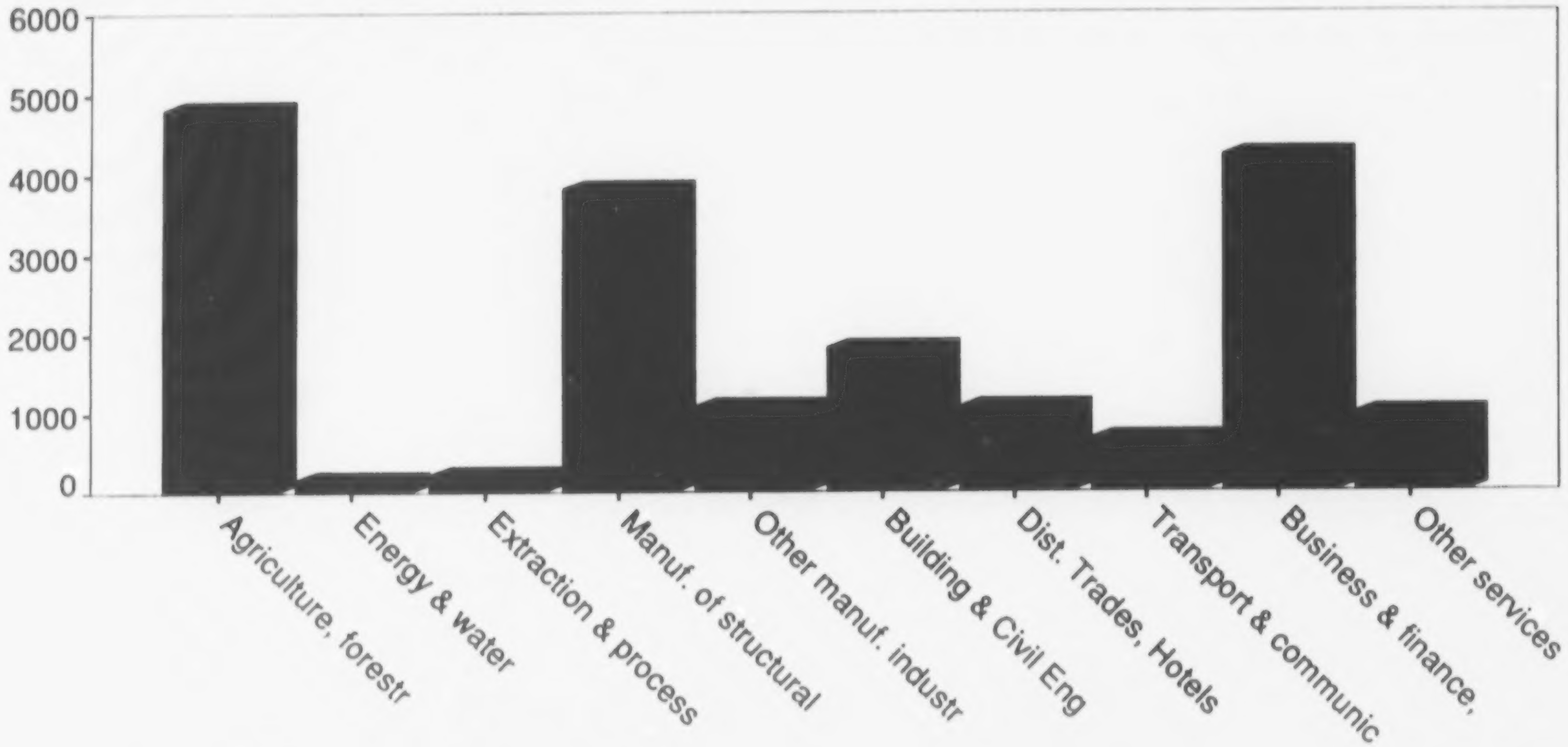
NACE DIVISION BY MALE (FREQUENCIES)

TABLE 4

Value Label	**Frequency**	**Valid Percent**
Energy & Water	168	0.9
Extraction & Processing of Non - Energy-Producing Minerals & Derived Products	232	1.2
Transport & Communications	673	3.6
Other Services	986	5.2
Distributive Trades, Hotels, Catering, Repairs	1071	5.7
Other Manufacturing Industries	1082	5.7
Building & Civil Engineering	1817	9.6
Manufacture of Structural Metal Products	3819	20.2
Banking & Finance, Insurance, Business Services, Renting	4222	22.4
Agriculture, Forestry & Fishing	4817	25.5
Total	18887	100

Appendix 3. Figure 3.

NACE Division Male.



NACE Division

SECTORAL ANALYSIS OF TRAINING COURSES

NACE CLASS BY GENDER

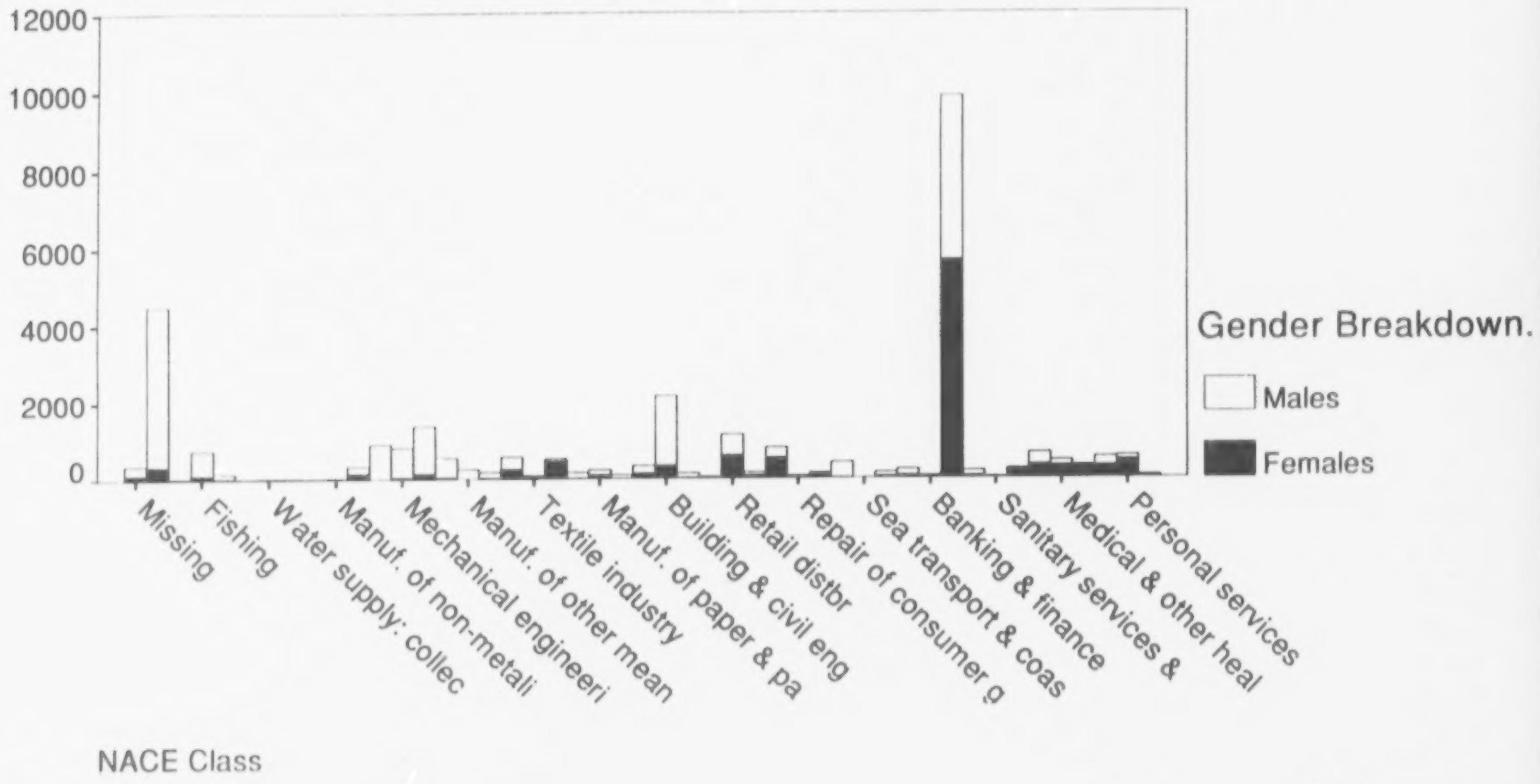
TABLE 5

Nace Class	**Number of Female Participants**	**Number of Male Participants**
Agriculture	341	4156
Forestry	3	31
Fishing	107	630
Extraction of Petroleum & Natural Gas	34	111
Production & Distribution of Electricity,Gas,Steam & Hot Water	0	24
Water supply: collection purification & distribution of water	2	33
Production & Processing of Metals	2	32
Extraction of Minerals other than metalliferous energy production	2	14
Manufacture of non-metallic Mineral Products	21	8
Chemical Industry	157	178
Manufacture of Metal articles except mechan-elec-instru-vehicles	13	884
Mechanical Engineering	48	756
Manufacture of Office Machinery & Data Processing Machinery	142	1227
Electrical Engineering	42	505
Manufacture of other means of Transport	11	251
Instrument Engineering	39	141
Food,Drink & Tobacco Industry	256	315
Textile Industry	83	2
Footwear & Clothing Industry	457	55
Timber & Wooden Industries	24	141
Manufacture of Paper & Paper Products,Printing & Publishing	102	124
Processing of Rubber & Plastic	11	82

Other Manufacturing Industries	**142**	190
Building & Civil Engineering	332	1817
Wholesale Distribution except dealing in scrap & waste materials	15	125
Agents	31	18
Retail Distribution (food, clothing, medical goods & household equipment)	603	539
Other Retail Distribution	70	81
Hotels & Catering	538	250
Repair of consumer goods & vehicles	2	58
Railways	118	19
Other Land Transport	19	389
Sea Transport & coastal Shipping	1	3
Supporting Services to Transport	51	95
Communications	68	167
Banking & Finance	29	36
Activities auxiliary to Banking,Finance Insurance, Real Estate	5674	4186
Public Administration, National Defence & compulsory Social Security	56	131
Sanitary Services & Administration of Cemeteries	23	12
Education	226	22
Research & Development	344	301
Medical & other Health Services	319	139
Other Services provided to the general public	274	54
Recreational Services & other Cultural Services	326	218
Personal Services	465	108
Domestic Services	69	1
Missing	127	228
Total	11819	18887

Appendix 3. Figure 4.

NACE Class by Gender.



SECTORAL ANALYSIS OF TRAINING COURSES

NACE CLASS BY FEMALE (FREQUENCIES)

TABLE 6

Value Label	Frequency	Valid Percent
Sea Transport & coastal Shipping	1	.0
Water supply: collection purification & distribution of water	2	.0
Production & Processing of Metals	2	.0
Extraction of Minerals other than metalliferous energy production	2	.0
Repair of consumer goods & vehicles	2	.0
Forestry	3	.0
Manufacture of other means of Transport	11	.1
Processing of Rubber & Plastics	11	.1
Manufacture of Metal articles except mechan-elec-instru-vehicles	13	.1
Wholesale Distribution except dealing in scrap & waste materials	15	.1
Other Land Transport	19	.2
Manufacture of non-metallic Mineral Products	21	.2
Sanitary Services & Administration of Cemeteries	23	.2
Timber & Wooden Industries	24	.2
Banking & Finance	29	.2
Agents	31	.3
Extraction of Petroleum & Natural Gas	34	.3
Instrument Engineering	39	.3
Electrical Engineering	42	.4
Mechanical Engineering	48	.4
Supporting Services to Transport	51	.4

Public Administration, National Defence & compulsory Social Security	56	.5
Communications	68	.6
Domestic Services	69	.6
Other Retail Distribution	70	.6
Textile Industry	83	.7
Manufacture of Paper & Paper Products, Printing & Publishing	102	.9
Fishing	107	.9
Railways	118	1.0
Manufacture of Office Machinery & Data Processing Machinery	142	1.2
Other Manufacturing Industries	142	1.2
Chemical Industry	157	1.3
Education	226	1.9
Food, Drink & Tobacco Industry	256	2.2
Other Services provided to the general public	274	2.3
Medical & other Health Services	319	2.7
Recreational Services & other Cultural Services	326	2.8
Building & Civil Engineering	332	2.8
Agriculture	341	2.9
Research & Development	344	2.9
Footwear & Clothing Industry	457	3.9
Personal Services	465	4.0
Hotels & Catering	538	4.6
Retail Distribution (food, clothing, medical goods & household equipment)	603	5.2
Activities auxiliary	5674	48.5
Missing	127	
Total	11819	100

SECTORAL ANALYSIS OF TRAINING COURSES

NACE CLASS BY MALE (FREQUENCIES)

TABLE 7

Value Label	**Frequency**	**Valid Percent**
Domestic Services	1	.0
Textile Industry	2	.0
Sea Transport & coastal Shipping	3	.0
Manufacture of non-metallic Mineral Products	8	.0
Sanitary Services & Administration of Cemeteries	12	.1
Extraction of Minerals other than metaliferous energy production	14	.1
Agents	18	.1
Railways	19	.1
Education	22	.1
Production & Distribution of Electricity, Gas, Steam & Hot Water	24	.1
Forestry	31	.2
Production & Processing of Metals	32	.2
Water supply: collection purification & distribution of water	33	.2
Banking & Finance	36	.2
Other Services provided to the general public	54	.3
Footwear & Clothing Industry	55	.3
Repair of consumer goods & vehicles	58	.3
Other Retail Distribution	81	.4
Processing of Rubber & Plastic	82	.4
Supporting Services to Transport	95	.5
Personal Services	108	.6
Extraction of Petroleum & Natural Gas	111	.6
Manufacture of Paper & Paper Products, Printing & Publishing	124	.7

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Wholesale Distribution except dealing in scrap & waste materials	125	.7
Public Administration, National Defence & compulsory Social Security	131	.7
Medical & other Health Services	139	.7
Instrument Engineering	141	.8
Timber & Wooden Industries	141	.8
Communications	167	.9
Chemical Industry	178	1.0
Other Manufacturing Industries	190	1.0
Recreational Services & other Cultural Services	218	1.2
Hotels & Catering	250	1.3
Manufacture of other means of Transport	251	1.3
Research & Development	301	1.6
Food ,Drink & Tobacco Industry	315	1.7
Other Land Transport	389	2.1
Electrical Engineering	505	2.7
Retail Distribution (food, clothing, medical goods & household equipment)	539	2.9
Fishing	630	3.4
Mechanical Engineering	756	4.1
Manufacture of Metal articles except mechan-elec-instru-vehicles	884	4.7
Manufacture of Office Machinery & Data Processing Machinery	1227	6.6
Building & Civil Engineering	1817	9.7
Agriculture	4156	22.3
Activities auxiliary	4186	22.4
Missing data	228	
Total	18887	100

SECTORAL ANALYSIS OF TRAINING COURSES

NACE GROUPS BY GENDER

TABLE 8

NACE Groups	Number of Female Participants	Number of Male Participants
Horticulture	76	247
Fishing	107	630
Forestry	3	31
Agriculture	265	3909
Exploration for Petroleum & Natural Gas	34	111
Water supply: collection,purification & distribution of water	2	33
Iron & Steel Industry (as defined in E.C.S.C.) excluding integrated coke ovens	2	32
Extraction of other Minerals; Peat Extraction	2	14
Manufacture of Glass & Glassware	4	2
Manufacture of Ceramic Goods	17	6
Manufacture of basic Ind. Chemicals & further processing	136	164
Manufacture of Pharmaceutical Products	21	14
Secondary transformation,treatment & coating of Metals	0	101
Manufacture of Tools & finished Metal Goods, except electrical equipment	1	220
Other Metal Workshops not elsewhere specified	5	462
Manufacture of Agricultural Machinery & Tractors	1	40
Manufacture of Machine Tools for working metal, & of other tools & equipment for use with machines	23	0
Manufacture of Machinery for the Food Chemical & related Industries	1	20

Manufacture of Office Machinery & Data Processing Machinery	142	1227
Manufacture of Electrical Apparatus & Appliances for Industrial use; Batteries & Accumulators	0	55
Manufacture of Telecommunications Equipment, Electrical & Electronic measuring & recording Equipment, Electro-Medical Equipment	8	94
Manufacture of domestic type Electric Appliances	1	47
Assembly & Installation of Electrical Equipment & Apparatus (except for work relating to the wiring of buildings)	25	119
Shipbuilding	1	20
Aerospace Equipment, manufacturing & repairing	10	231
Manufacture of measuring,checking & Precision Instruments & Apparatus	10	93
Processing & Preserving of fish & other sea foods fit for human consumption	39	187
Bread & Flour Confectionery	71	23
Knitting Industry	64	0
Manufacture of ready- made Clothing & Accessories	455	19
Manufacture of Household Textiles & other made-up Textile Goods (outside weaving-mills)	2	36
Sawing & Processing of Wood	1	31
Manufacture of Wooden Furniture	22	41
Printing & allied Industries	102	124
Manufacture of Rubber Products	5	29
Processing of Plastics	6	53
Manufacture of articles of Jewellery & Goldsmiths' & Silversmiths'Wares	18	3
Miscellaneous Manufacturing Industries	9	58

General Building & Civil Engineering Work (without any particular specialisation) & Demolition Work	3	38
Construction of Flats, Office Blocks, Hospitals & other Buildings	60	751
Civil Engineering: construction of Roads,Bridges,Railways etc.	38	441
Installations (fittings & fixtures)	227	415
Building completion work	4	172
Retail Distribution of Food,Drink & Tobacco	123	264
Retail Distribution of Medical Goods, Cosmetics & Cleaning Materials	16	0
Other Retail Distribution	70	81
Restaurants,Snack Bars,Cafes & other Eating Places(not providing overnight accommodation)	19	5
Public Houses & similar Establishments supplying drink for consumption on the premises	11	29
Canteens & Messes	264	125
Hotel Trade	244	91
Repair of Motor Vehicles & Bicycles	2	58
Road Haulage	16	275
Coastal Shipping (shipping on coastal & short sea routes)	1	3
Supporting Services to Land Transport	5	16
Supporting Services to Sea Transport & coastal Shipping(sea ports & other sea transport facilities)	17	20
Communications	68	167
Other Monetary Institutions	12	13
Dealers in Real Estate(except letting of real estate by the owner)	12	12
Legal Services	123	62
Accountants,Tax Experts, Auditors	295	345
Technical Services	174	695

Advertising	188	129
Other Business Services	4880	2935
Parliament and Central, Regional & Local Government (including ministers)	34	17
Public Security Law & Order	22	80
Fire Services	0	34
Refuse Disposal Fumigation Sanitation & similar Services	23	12
Vocational Education & Training	48	14
Nursery Education	178	8
Research & Development	298	246
Hospitals, Nursing Homes & Sanatoria	1	0
Other Institutions providing medical care	318	139
Social Homes	168	18
Trade Unions	3	2
Tourist Offices & Tourist Clubs	46	5
Services provided to the general public n.e.s.	57	29
Radio & Television Services	9	7
Liberal, Artistic & Literary Professions	180	83
Libraries, Public Archives, Museums, Botanical & Zoological Gardens	50	16
Sporting Facilities & Organisations, own account Sportsmen and Sports Instructors	19	84
Recreational Services n.e.s	68	28
Hairdressing & Beauty Parlours	347	23
Photographic Studios	72	75
Personal Services n.e.s	46	10
Missing	1269	2289
Total	11819	18887

APPENDIX 4

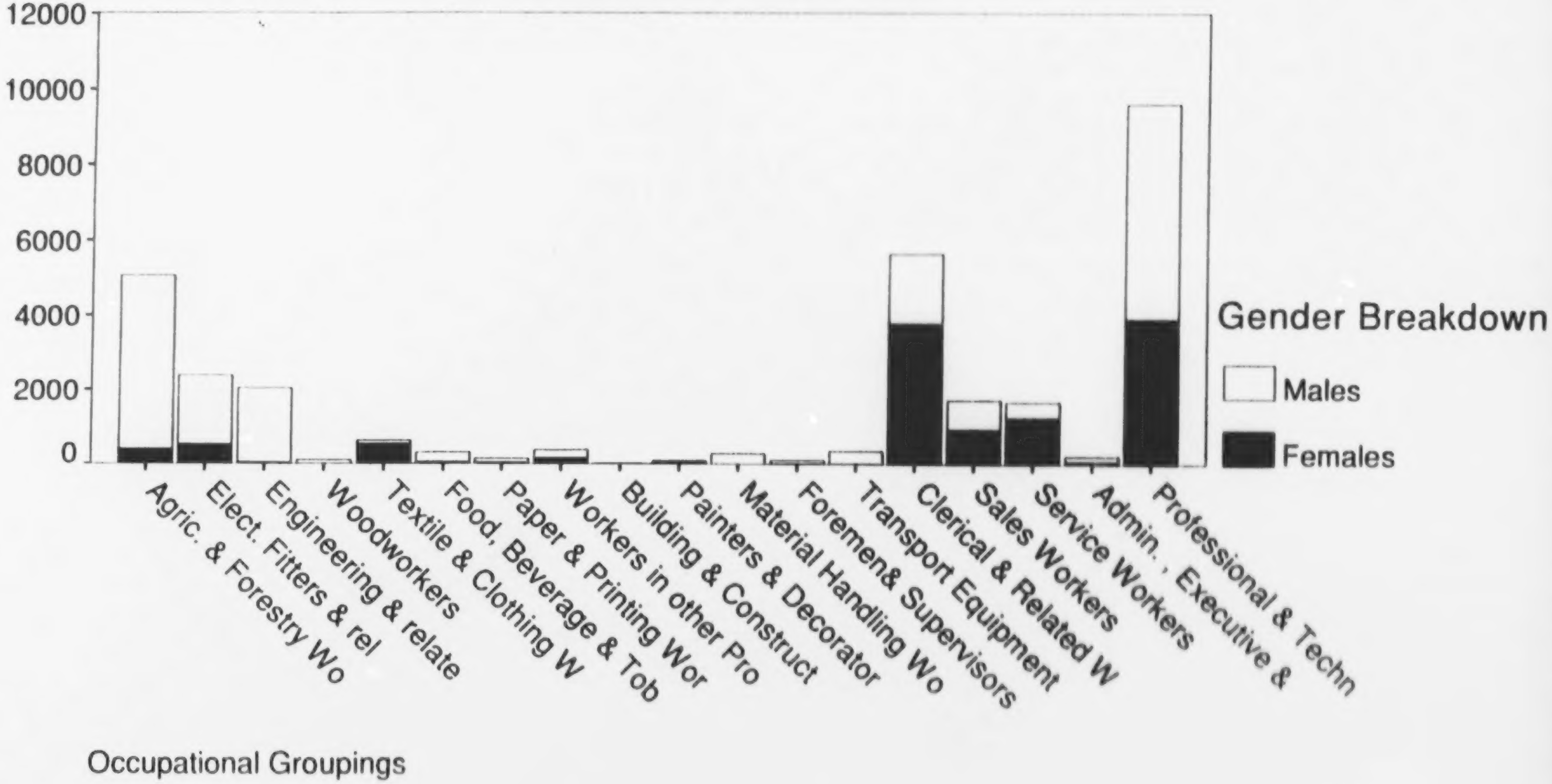
OCCUPATIONAL GROUPINGS BY GENDER

TABLE 9

Occupational Grouping	**Number of Female Participants**	**Number of Male Participants**
Agriculture, Forestry & Fishermen	408	4647
Electrical & Electronic Workers	532	1848
Engineering & Related Workers	50	1983
Woodworkers	2	100
Textile & Clothing Workers	541	87
Food, Beverage & Tobacco Workers	65	244
Paper & Printing Workers	49	90
Workers in other Products	171	208
Building & Construction Workers	0	27
Painters & Decorators	49	35
Material Handling: Operators of Stationary Engines	1	281
Foremen & Supervisors of Manual Workers	24	73
Transport Equipment Workers	18	332
Clerical & Related Workers	3768	1875
Sales Workers	931	789
Service Workers	1234	429
Administrative, Executive & Managerial Workers	82	128
Professional & Technical Workers	3894	5711
Grand Total	11819	18887

Appendix 4. Figure 5.

Occupational Groupings by Gender.



OCCUPATIONAL TITLE BY GENDER

TABLE 10

Occupation Code	**Number of Male Participants**	**Number of Female Participants**
Farmers (Horse, Pig or Poultry)	95	19
Farm Managers	3560	218
Agricultural Labourers	17	0
Market Gardeners & Nursery men (landholders)	99	55
Other Agricultural Workers	265	28
Foresters & Skilled Forestry Workers	31	3
Fishermen etc.	580	85
Telecommunications Technicians	139	7
Electricians & Electrical Fitters	140	22
Electrical & Electronics Engineering Technicians	945	125
Radio & Television Mechanics	88	15
Other Electrical Fitters & Related Workers	536	363
Fitters & Other Mechanics	812	28
Assemblers of Vehicles, Motor Cycles etc.	41	0
Other Vehicle Builders	58	2
Sheet Metal Workers	101	0
Welders & Cutters	665	8
Machine Tool Setters & Operators	272	10
Precision Instrument & Watch Makers	26	0
Goldsmiths, Silversmiths & Jewellery Makers	1	2
Metal Goods Inspectors, Assemblers & Testers	7	0
Wood Preparation Workers	31	1
Other Wood & Wooden Furniture Makers	69	1

Knitters & Knitting/Hosiery Machine Operators	0	23
Upholsterers & Related Workers	68	22
Cutters	0	13
Sewers, Embroiderers & Machinists	19	483
Makers of Sugar & Chocolate Confectionery, Jams & Jellies	13	24
Meat Curers, Canners & Preservers	33	0
Other Makers of Food	198	41
Printers (so described)	82	44
Printing Press Operators	8	5
Glass & Ceramic Workers	0	16
Workers in Plastics	53	6
Glassformers, Potters & Related Workers not elsewhere classified	8	5
Other Production Workers	147	144
Plasterers	6	0
Other Tradesmen	21	0
Interior Decorating Consultants & Designers	10	46
Painters & Decorators	25	3
Earth Moving & Other Construction Machinery Operators	71	1
Labourers & Unskilled Workers	210	0
Foremen & Supervisors of Manual Workers	73	24
Sailors; Skilled	20	1
Other Sailors	37	1
Drivers of Road Goods Vehicles	275	16
Typists & Key Punch Operators	53	468
Bookkeepers, Cashiers & Related Workers	212	389
Computing Machine Operators	418	1087
Other Transport & Communications Inspectors & Supervisors	59	29

Telephone, Telegraph & Radio Operators	2	0
Warehouse & Dispatch Clerks	161	37
Clerical Workers	157	634
Clerical Supervisors	813	1124
Bar or Public House Managers	29	11
Other Managers in Wholesale or Retail Trade	161	145
Other Proprietors in Wholesale or Retail Trade	159	111
Commercial Travellers & Manufacturers' Agents	151	95
Shop Assistants & Related Workers	180	379
Other Insurance Brokers & Financial Agents	13	12
Auctioneers, Valuers & Other Salesmen	96	178
Manager of Hotel, Restaurant, Hostel, Clubs etc.	149	304
Chefs & Cooks	99	200
Domestic Servants & Related Workers	6	117
Barbers, Hairdressers & Beauty Consultants	23	347
Watchmen & Related Workers	80	22
Other Service Workers	72	244
Managers & Company Secretaries	128	82
Physical Scientists	93	57
Physical Science Technicians	213	151
Engineers	314	52
Architects & Town Planners	6	13
Technologists	42	30
Chartered, Hydrographic & Quantity Surveyors	96	12
Estimators, Work Study Officers, Quality Control Technicians	1973	214
Draughtsmen	291	66

Bacteriologists, Pathologists, Pharmacologists, Physiologists	5	15
Other Life Scientists	279	219
Life Sciences Technicians	247	390
Pharmacists & Dispensers	14	21
Health Inspectors, Cardiographers, Nutritionists etc.	80	198
Business, Economic & Marketing Consultants, Advisers & Researchers	414	586
Mathematicians, Statisticians & Actuaries	64	47
Systems Analysts & Computer Programmers	755	391
Accountants	221	179
Judges, Barristers & Solicitors	19	35
Teachers	24	187
Authors, Journalists & Editors	68	128
Photographers & Camera Operators	75	72
Painters, Sculptors & Commercial Artists	222	384
Industrial Designers	34	51
Sportsmen & Related Workers	62	17
Social Workers	7	93
Personnel Officers	13	23
Professional Workers	41	122
Technical & Related Workers	39	141
Grand Total	18887	11819

OCCUPATION TITLE BY FEMALE (ASCENDING VALUES)

TABLE 11

Occupation Code	**Frequency**	**Percent**
Wood Preparation Workers	1	0
Other Wood & Wood Preparation Workers	1	0
Earth Moving & Other Construction Machinery Operators	1	0
Sailors; Skilled	1	0
Other Sailors	1	0
Other Vehicle Builders	2	0
Goldsmiths, Silversmiths & Jewellery Makers	2	0
Foresters & Skilled Forestry Workers	3	0
Painters & Decorators	3	0
Printing Press Operators	5	0
Glassformers, Potters & Related Workers	5	0
Workers in Plastic	6	0.1
Telecommunications Technicians	7	0.1
Welders & Cutters	8	0.1
Machine Tool Setters & Operators	10	0.1
Bar or Public House Manager	11	0.1
Other Insurance Brokers & Financial Agents	12	0.1
Chartered, Hydrographic & Quantity Surveyors	12	0.1
Cutters	13	0.1
Architects & Town Planners	13	0.1
Radio & TV Mechanics	15	0.1
Bacteriologists, Pathologists, Pharmacologists, Physiologists	15	0.1
Glass & Ceramic Workers	16	0.1
Drivers of Road Goods Vehicles	16	0.1

Sportsmen & Related Workers	17	0.1
Farmers (Horse, Pig or Poultry)	19	0.2
Pharmacists & Dispensers	21	0.2
Electricians & Electrical Fitters	22	0.2
Upholsterers & Related Workers	22	0.2
Watchmen & Related Workers	22	0.2
Knitters & Knitting/Hosiery Machine Operators	23	0.2
Personnel Officers	23	0.2
Makers of Sugar & Chocolate Confectionary, Jams & Jellies	24	0.2
Foremen & Supervisors of Manual Workers	24	0.2
Other Agricultural Workers	28	0.2
Fitters & Other Mechanics	28	0.2
Other Transport & Communications Inspectors & Supervisors	29	0.2
Technologists	30	0.3
Judges, Barristers & Solicitors	35	0.3
Warehouse & Dispatch Clerks	37	0.3
Other Makers of Food	41	0.3
Printers (so described)	44	0.4
Interior Decorating Consultants & Designers	46	0.4
Mathematicians, Statisticians & Actuaries	47	0.4
Industrial Designers	51	0.4
Engineers	52	0.4
Market Gardeners & Nursery Men (Landholders)	55	0.5
Physical Scientists	57	0.5
Draughtsmen	66	0.6
Photographers & Camera Operators	72	0.6
Managers & Company Secretaries	82	0.7
Fishermen etc.	85	0.7

Social Workers	93	0.8
Commercial Travellers & Manufacturers Agents	95	0.8
Other Proprietors in Wholesale or Retail Trade	111	0.9
Domestic Servants & Related Workers	117	1.0
Professional Workers	122	1.0
Electrical & Electronics Engineering Technicians	125	1.1
Authors, Journalists & Editors	128	1.1
Technical & Related Workers	141	1.2
Other Production Workers	144	1.2
Other Managers in Wholesale or Retail Trade	145	1.2
Physical Science Technicians	151	1.3
Auctioneers, Valuers & Other Salesmen	178	1.5
Accountants	179	1.5
Teachers	187	1.6
Health Inspectors, Cardiographers, Nutritionists etc.	198	1.7
Chefs & Cooks	200	1.7
Estimators, Work Study Officers, Quality Control Technicians	214	1.8
Farm Managers	218	1.8
Other Life Scientists	219	1.9
Other Service Workers	244	2.1
Manager of Hotel, Restaurant, Hostels, Clubs, etc.	304	2.6
Barbers, Hairdressers & Beauty Consultants	347	2.9
Other Electrical Fitters & Related Workers	363	3.1
Shop Assistants & Related Workers	379	3.2
Painters, Sculptors & Commercial Artists	384	3.2
Bookkeepers, Cashiers & Related Workers	389	3.3

Life Sciences Technicians	390	3.3
Systems Analysts & Computer Programmers	391	3.3
Typists & Key Punch Operators	468	4.0
Sewers, Embroiderers & Machinists	483	4.1
Business, Economic & Marketing Consultants, Advisers & Researchers	586	5.0
Clerical Workers	634	5.4
Computing Machine Operators	1087	9.2
Clerical Supervisors	1124	9.5
Total	11819	100.0

OCCUPATIONAL TITLE BY MALE (ASCENDING VALUES)

TABLE 12

Occupation Code	Frequency	Percent
Goldsmiths, Silversmiths & Jewellery Makers	1	0.0
Telephone, Telegraph & Radio Operators	2	0.0
Bacteriologists, Pathologists, Pharmacologists, Physiologists	5	0.0
Plasterers	6	0.0
Domestic Servants & Related Workers	6	0.0
Architects & Town Planners	6	0.0
Metal Goods Inspectors, Assemblers & Testers	7	0.0
Social Workers	7	0.0
Printing Press Operators	8	0.0
Glassformers, Potters & Related Workers	8	0.0
Interior Decorating Consultants & Designers	10	0.1
Makers of Sugar & Chocolate Confectionery, Jams & Jellies	13	0.1
Other Insurance Brokers & Financial Agents	13	0.1
Personnel Officer	13	0.1
Pharmacists & Dispensers	14	0.1
Agricultural Labourers	17	0.1
Sewers, Embroiderers & Machinists	19	0.1
Judges, Barristers & Solicitors	19	0.1
Sailors; Skilled	20	0.1
Other Tradesmen	21	0.1
Barbers, Hairdressers & Beauty Consultants	23	0.1
Teachers	24	0.1

Painters & Decorators	25	0.1
Precision Instrument & Watch & Clock Makers	26	0.1
Bar or Public House Manager	29	0.2
Foresters & Skilled Forestry Workers	31	0.2
Wood Preparation Workers	31	0.2
Meat Curers, Canners & Preservers	33	0.2
Industrial Designers	34	0.2
Other Sailors	37	0.2
Technical & Related Workers	39	0.2
Assemblers of Vehicles, Motor Cycles & Bicycles	41	0.2
Professional Workers	41	0.2
Technologists	42	0.2
Workers in Plastics	53	0.3
Typists & Key Punch Operators	53	0.3
Other Vehicle Builders	58	0.3
Other Transport & Communications Inspectors & Supervisors	59	0.3
Sportsmen & Related Workers	62	0.3
Mathematicians, Statisticians & Actuaries	64	0.3
Upholsterers & Related Workers	68	0.4
Authors, Journalists & Editors	68	0.4
Other Wood & Wooden Furniture Makers	69	0.4
Earth Moving & Other Construction Machinery Operators	71	0.4
Other Service Workers	72	0.4
Foremen & Supervisors of Manual Workers	73	0.4
Photographers & Camera Operators	75	0.4
Watchmen & Related Workers	80	0.4

Health Inspectors, Cardiographers, Nutritionists, etc.	80	0.4
Printers (so described)	82	0.4
Radio & TV Mechanics	88	0.5
Physical Scientists	93	0.5
Farmers (Horse, Pig or Poultry)	95	0.5
Auctioneers, Valuers & other Salesmen	96	0.5
Chartered, Hydrographic & Quantity Surveyors	96	0.5
Market Gardeners & Nursery Men (Landholders)	99	0.5
Chefs & Cooks	99	0.5
Sheet Metal Workers	101	0.5
Managers & Company Secretaries	128	0.7
Telecommunications Technicians	139	0.7
Electricians & Electrical Fitters	140	0.7
Other Production Workers	147	0.8
Manager of Hotel, Restaurant, Hostel, Clubs etc.	149	0.8
Commercial Travellers & Manufacturers Agents	151	0.8
Clerical Workers	157	0.8
Other Proprietors in Wholesale or Retail Trade	159	0.8
Warehouse & Dispatch Clerks	161	0.9
Other Managers in Wholesale or Retail Trade	161	0.9
Shop Assistants & Related Workers	180	1.0
Other Makers of Food	198	1.0
Labourers & Unskilled Workers	210	1.1
Bookkeepers, Cashiers & Related Workers	212	1.1
Physical Science Technicians	213	1.1
Accountants	221	1.2

Painters, Sculptors & Commercial Artists	222	1.2
Life Sciences Technicians	247	1.3
Other Agricultural Workers	263	1.4
Machine Tool Setters & Operators	272	1.4
Drivers of Road Goods Vehicles	275	1.5
Other Life Scientists	279	1.5
Draughtsmen	291	1.5
Engineers	314	1.7
Business, Economic & Marketing Consultants, Advisers & Researchers	414	2.2
Computing Machine Operators	418	2.2
Other Electrical Fitters & Related Workers	536	2.8
Fishermen etc.	580	3.1
Welders & Cutters	665	3.5
Systems Analysts & Computer Programmers	755	4.0
Fitters & Other Mechanics	812	4.3
Clerical Supervisors	813	4.3
Electrical & Electronics Engineering Technicians	945	5.0
Estimators, Work Study Officers, Quality Control Technicians	1973	10.4
Farm Managers	3560	18.8
Total	18887	100.0

APPENDIX 5

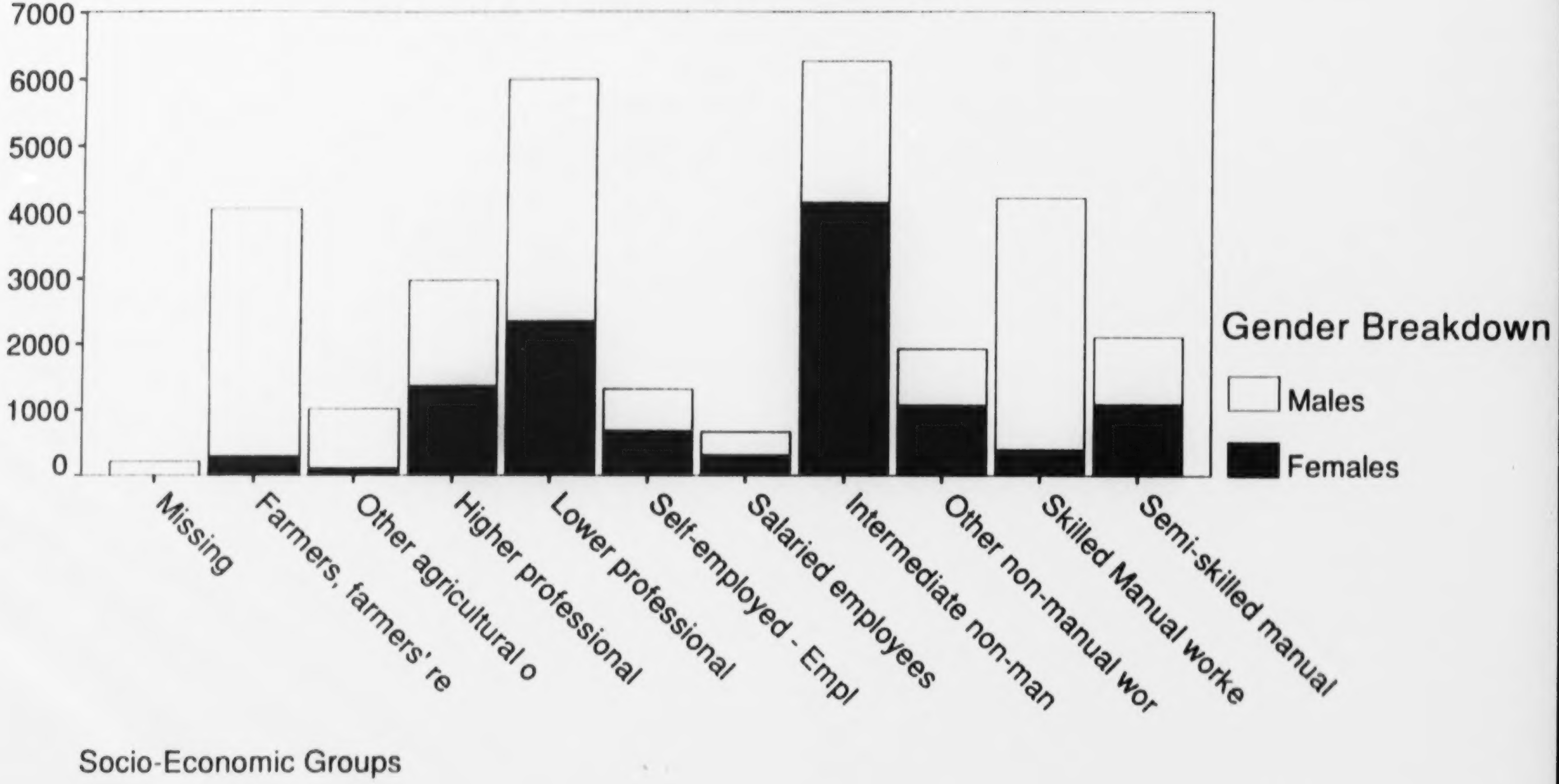
SOCIO - ECONOMIC GROUPINGS BY GENDER

TABLE 13

Socio-Economic Groupings	**Number of Female Participants**	**Number of Male Participants**
Farmers, Farmers'Relatives and Farm Managers	292	3754
Other Agricultural Occupations & Fishermen	116	893
Higher Professional	1369	1603
Lower Professional	2346	3642
Self-Employed, Employers and Managers	676	639
Salaried Employees	315	344
Intermediate Non-Manual Workers	4147	2124
Other Non-Manual Workers	1072	855
Skilled Manual Workers	397	3809
Semi-Skilled Manual Workers	1089	1014
Missing data	0	210
Total	11819	18887

Appendix 5. Figure 6.

Socio-Economic Groups by Gender.



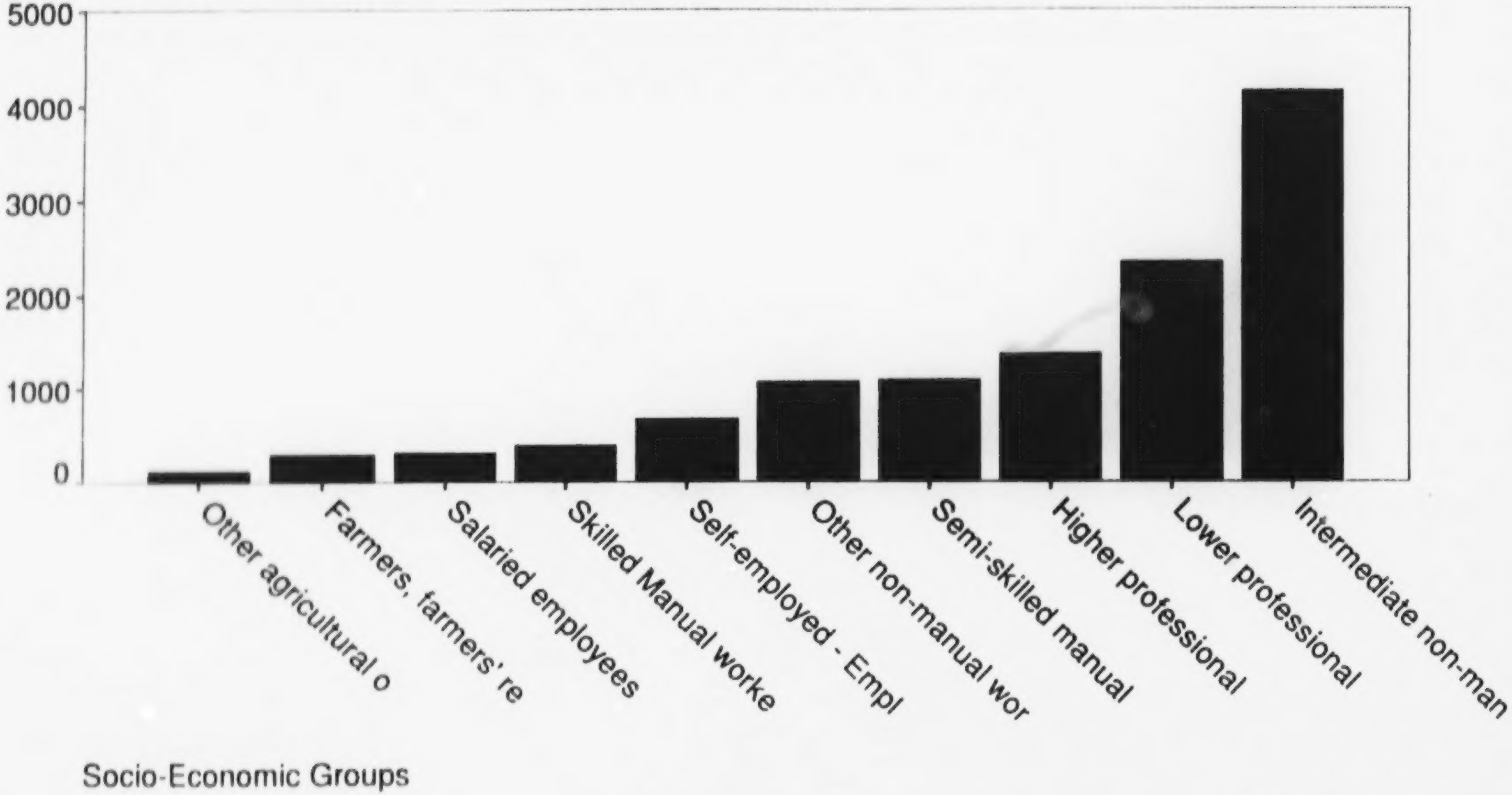
SOCIO - ECONOMIC GROUPS BY FEMALE (FREQUENCIES)

TABLE 14

Value Label	Frequency	Valid Percent
Other Agricultural Occupations & Fishermen	116	1.0
Farmers, Farmers' Relatives and Farm Managers	292	2.5
Salaried Employees	315	2.7
Skilled Manual Workers	397	3.4
Self-Employed, Employers and Managers	676	5.7
Other Non-Manual Workers	1072	9.1
Semi-Skilled Manual Workers	1089	9.2
Higher Professional	1369	11.6
Lower Professional	2346	19.8
Intermediate Non-Manual Workers	4147	35.1
Total	11819	100

Appendix 5. Figure 7.

Socio-Economic Groups; Female



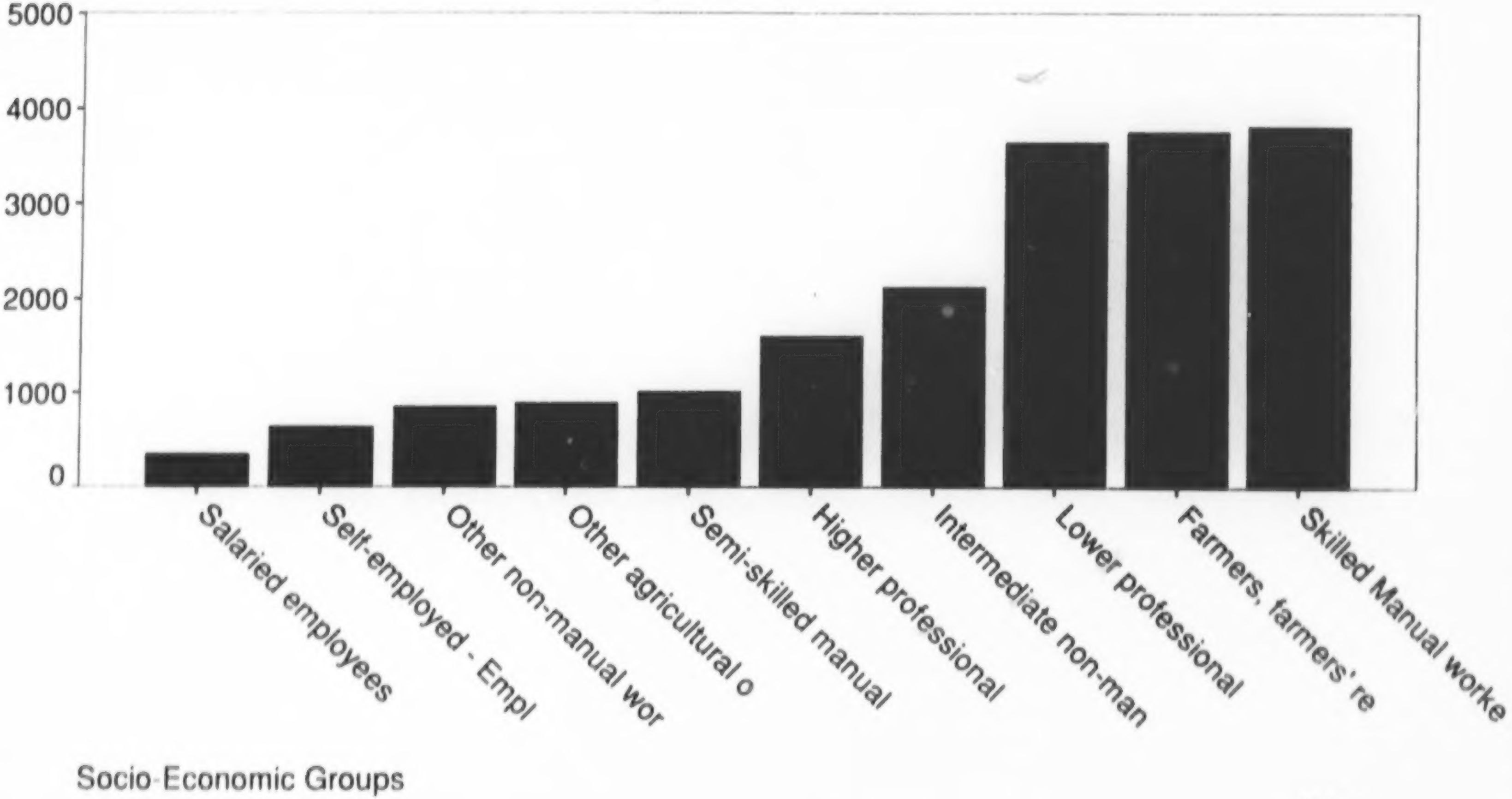
SOCIO - ECONOMIC GROUPS BY MALE (FREQUENCIES)

TABLE 15

Value Label	**Frequency**	**Valid Percent**
Salaried Employees	344	1.8
Self-Employed, Employers and Managers	639	3.4
Other Non-Manual Workers	855	4.6
Other Agricultural Occupations & Fishermen	893	4.8
Semi-Skilled Manual Workers	1014	5.4
Higher Professional	1603	8.6
Intermediate Non-Manual Workers	2124	11.4
Lower Professional	3642	19.5
Farmers, Farmers' Relatives and Farm Managers	3754	20.1
Skilled Manual Workers	3809	20.4
Missing data	210	
Total	18887	100

Appendix 5. Figure 8.

Socio-Economic Groups; Male



APPENDIX 6

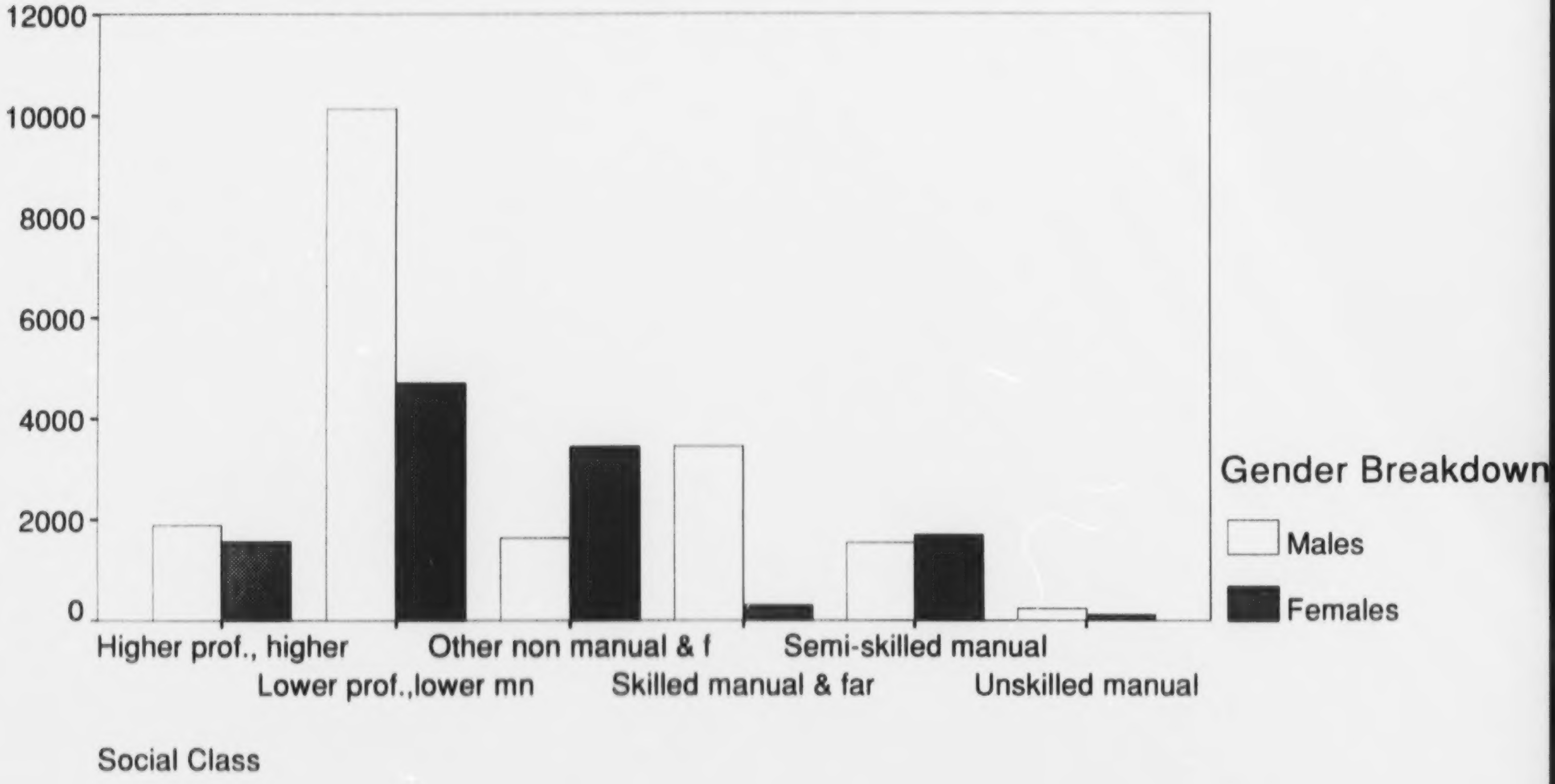
ASCRIBED SOCIAL CLASS BY GENDER

TABLE 16

Social Class	**Number of Female Participants**	**Number of Male Participants**
Higher Professional, Higher Management, Proprietors & Farmers 200 acres+	1562	1890
Lower Professional, Lower Management, Proprietors & Farmers 100-199 acres	4709	10139
Other Non-Manual & Farmers 50-99 acres	3439	1632
Skilled Manual & Farmers 30-49 acres	298	3450
Semi-Skilled Manual & Farmers < 30 acres	1694	1543
Unskilled Manual	117	233
TOTAL	11819	18887

Appendix 6. Figure 9.

Ascribed Social Class by Gender



APPENDIX 7

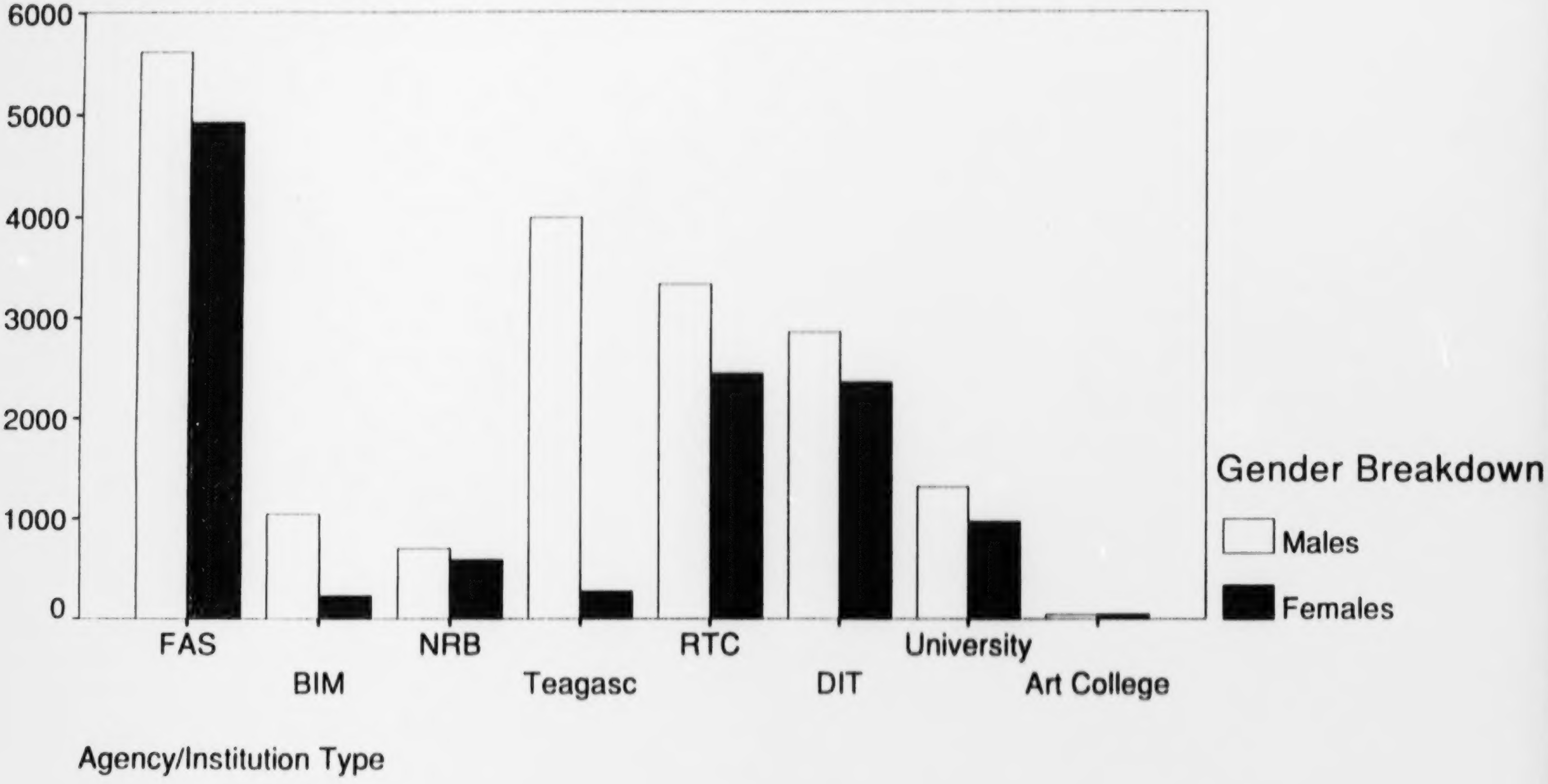
GENDER RATIOS IN TRAINING AGENCIES AND INSTITUTIONS

TABLE 17

Training Institution	**Number of Female Participants**	**Number of Male Participants**
FAS	4920	5614
BIM	231	1044
NRB	587	701
TEAGASC	275	3988
RTC	2439	3330
DIT	2354	2851
UNIVERSITY	965	1314
ART COLLEGE	48	45
TOTAL	11819	18887

Appendix 7. Figure 10.

Gender Ratios in Training Agencies and Institutions



Other Evaluations Completed by the European Social Fund Programme Evaluation Unit

Preliminary Review on Community Employment (June 1995)

Report on the Impact of Evaluations (May 1995)

Evaluation Report on Training and Employment Grants (February 1995)

Evaluation Report on the Vocational Preparation and Training Programme (August 1994)

Survey of Micro Enterprise (July 1994)

Thematic Evaluation on Women's Training Provision (April 1994)

Thematic Evaluation on Recording Systems (April 1994)

Thematic Evaluation on Impact Indicators (April 1994)

Thematic Evaluation on Training of Trainers (March 1994)

Survey of Employers (December 1993)

Follow-Up Evaluation on the FÁS Specific Skills Training Programme (December 1993)

Follow-Up Evaluation on the FÁS Industrial Restructuring Programme (December 1993)

Evaluation of Certification Systems (December 1993)

Evaluation Report on FÁS Enterprise Measures (June 1993)

Evaluation Report on the Human Resources Sub-Programme of the Tourism Operational Programme (June 1993)

Evaluation Report on the Middle Level Technician and Higher Technical and Business Skills Programmes (June 1993)

Evaluation Report on the Advanced Technical Skills Programme (December 1992)

Evaluation Report on the FÁS Industrial Restructuring Programme (December 1992)

Evaluation Report on the FÁS Specific Skills Training Programme (December 1992)

Copies and further information available from the European Social Fund Programme Evaluation Unit, Davitt House, 65A Adelaide Road, Dublin 2. Telephone: 6614444 Extension 3355.